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14. ABSTRACT How should the Department of Defense (DoD) execute the talent management (TM) of special operations forces (SOF) commissioned officers? The Services provide the basic TM of SOF officers at the beginning of their careers. Once officers transition to SOF, U.S. Special Operations Command (USSOCOM) monitors the training, education, assignments, and career development of SOF officers in accordance with Title 10, U.S. Code (USC). However, this TM is a collaborative effort among the Services, USSOCOM Service components, USSOCOM, the Joint Staff, and the geographic combatant commands. The thesis of this paper is that USSOCOM should execute the DoD joint SOF commissioned officers' TM program. The scope of the paper focuses on active component SOF officers in the grades O-1 to O-6. The research shows the current and future DoD SOF TM processes and TM concepts in the civilian business sector by reviewing government and non-government sources. The research provides insights into how military and civilian organizations execute TM. In the end, the thesis recommends modifying Section 167, Chapter 6, Title 10, USC to give USSOCOM the authority to execute SOF commissioned officer talent management.				
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JOINT FORCES STAFF COLLEGE

JOINT ADVANCED WARFIGHTING SCHOOL



SPECIAL OPERATIONS OFFICER TALENT MANAGEMENT

by

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Colonel, United States Army

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A paper submitted to the Faculty of the Joint Advanced Warfighting School in partial satisfaction of the requirements of a Master of Science Degree in Joint Campaign Planning and Strategy. The contents of this paper reflect my own personal views and are not necessarily endorsed by the Joint Forces Staff College or the Department of Defense.

This paper is entirely my own work except as documented in footnotes.

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ABSTRACT

How should the Department of Defense (DoD) execute the talent management (TM) of special operations forces (SOF) commissioned officers?

The Services provide the basic TM of SOF officers at the beginning of their careers. Once officers transition to SOF, U.S. Special Operations Command (USSOCOM) monitors the training, education, assignments, and career development of SOF officers in accordance with Title 10, U.S. Code (USC). However, this TM is a collaborative effort among the Services, USSOCOM Service components, USSOCOM, the Joint Staff, and the geographic combatant commands.

The thesis of this paper is that USSOCOM should execute the DoD joint SOF commissioned officers' TM program. The scope of the paper focuses on active component SOF officers in the grades O-1 to O-6.

The research shows the current and future DoD SOF TM processes and TM concepts in the civilian business sector by reviewing government and non-government sources. The research provides insights into how military and civilian organizations execute TM. In the end, the thesis recommends modifying Section 167, Chapter 6, Title 10, USC to give USSOCOM the authority to execute SOF commissioned officer TM.

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Any errors in this thesis are solely attributed to the author.

DEDICATION

To my wife and our children.

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CHAPTER 1: INTRODUCTION

How should the Department of Defense (DoD) execute the talent management (TM) of special operations forces (SOF) commissioned officers? The Services provide the baseline knowledge, skills, and abilities of their commissioned officers. After initial development, the Services provide officers for consideration for special operations service. If qualified, assessed, and accepted into special operations, the Services then send these officers to a separate career field for the remainder of their careers. The individual Services manage the education, training and assignments of their special operations officers. However, the U.S. Special Operations Command (USSOCOM) commands and controls the employment of SOF officers. The problem is to determine who should be executing special operations officers' talent management: the Services, Service SOF component commands, the Joint Staff, or USSOCOM?

Per Title 10, U.S. Code, the Services are responsible for the basic organizing, training, and equipping of the respective Services. The Services also execute the personnel management of all commissioned officers, regardless of their military occupational specialty (MOS). In accordance with Section 167, Chapter 6, Title 10, USC, USSOCOM is responsible for the advanced requirements for organizing, training, and equipping SOF. However, the Services, not USSOCOM, execute the personnel management of SOF commissioned officers.

Within DoD, officer TM is an emerging professional development and assignment process. To the author, the definition of TM is the comprehensive personal and professional development of an individual over a career timeline by the individual, mentors, and the organization. TM encompasses the selection of officers for higher,

successive-level billet assignments for training, education, and skill development for future jobs over a career. However, none of the DoD policies or publications delineates TM as a specific process.

The purpose of this paper is to examine how DoD should execute SOF commissioned officer TM. By identifying the best method for executing SOF TM, the DoD can streamline the development of SOF officers, increase the quality of TM, provide predictability for SOF commissioned officers, and effectively assign SOF commissioned officers globally in support of geographic combatant commanders.

The thesis of this paper is that the United States Special Operations Command (USSOCOM) should execute the Department of Defense (DoD) Special Operations Forces (SOF) Commissioned Officers' TM program. The methodology is to review government and civilian business sources that provide insights into TM: DoD personnel policy, joint personnel policy, the Services' personnel policies, civilian businesses TM processes, and Title 10 USC policy. In the end, the thesis identifies the need to consolidate SOF TM and modify Section 167, Chapter 6, Title 10, USC to give USSOCOM the authority to execute SOF commissioned officer personnel management.

The scope of this thesis will focus on military commissioned officers in the grades O-1 to O-6. The thesis will not include enlisted, warrant officer, or general and flag officers. The analysis will focus on the Active Component only and will not discuss the Reserve Component, which includes the Reserve and National Guard forces for the Services.

This paper will demonstrate that SOF TM requires execution by professionals that understand the intricacies of unconventional warfare missions and requirements to

improve efficiency and effectiveness. Similar to how the DoD manages other technical professions, such as the medical, law, and religious fields, SOF needs development, employment, and career mapping by an organization that fully understands its SOF-peculiar knowledge, training, skills, and abilities. As shown by the civilian business sector, personnel TM involves individual personal and professional development over a career by leaders who fully understand the essential knowledge, skills, and abilities required by a particular career field. By consolidating SOF commissioned officer TM at USSOCOM, the DoD will ensure more effective and efficient TM by SOF leadership. Changing the personnel management function in Section 167, Chapter 6 of Title 10, USC from “monitor” to “execute” would complete the capabilities originally conceived for the formation of USSOCOM. To set the stage, the paper will start with a synopsis of the strategic environment as it pertains to SOF officer talent management.

CHAPTER 2: THE STRATEGIC ENVIRONMENT

Today, our world is fully interconnected with the globalization of information via the internet, interdependence of national economies, and diplomatic relations between the nations of the world. The global strategic environment poses many threats and opportunities to the United States. Opportunities for continued economic growth, expanded trade agreements, access to natural resources such as oil, natural gas, minerals, expanded international relationships via treaties, alliances and agreements, and continued security agreements are all possible gains for the United States.¹ But, to capitalize on these opportunities, the United States must clearly identify the threats and determine strategies to mitigate them. Threats in the strategic environment include religious extremism, terrorism, narco-trafficking, non-state actor aggression, proliferation of weapons of mass destruction (WMD), anti-access and area denial (A2AD), and nation-state issues with respect to territorial rights on land and sea, security concerns, and diplomatic relations.² U.S. special operations forces (SOF) provide strategic-level capabilities globally to meet these strategic threats and advance U.S. national interests.

The United States has multiple capabilities within its elements of national power: diplomacy, information, military, and economy (DIME). Within the military element of national power, the United States has conventional forces (CF) and special operations forces (SOF). CF are highly visible on the international stage, require extensive planning and time for deployment, and need international cooperation for legitimacy. SOF is not

¹ U.S. Chairman of the Joint Chiefs of Staff, *National Military Strategy* (Washington DC: Department of Defense, 8 February 2011), 2-4.

² Ibid, 2-4.

highly visible, has much shorter timelines for deployment, and can quickly address threats to the U.S. national interests. To be effective, SOF requires accurate, knowledgeable, and efficient talent management to meet global, cultural, regional, and trans-national military objectives.

U.S. National Interests

Over more than 235 years, these tenets of American democracy have evolved into today's four enduring national interests, which the President clearly articulated in the 2010 National Security Strategy (NSS): 1) security of the United States and its allies, 2) economic prosperity, 3) values, and 4) international order.³ The President also approved and directed the implementation of the Unified Command Plan (UCP), which established the missions, responsibilities, and geographic areas of responsibility for commanders of combatant commands.⁴ Within the NSS, the President outlined specific requirements for achieving the U.S. enduring national interests. For each of these requirements, the SOF community is uniquely capable of supporting all of these requirements across the entire spectrum of operations.

Although not required by law, the Secretary of Defense may publish a National Defense Strategy (NDS) to outline the DoD approach to implementing the Presidents NSS.⁵ The NDS would provide strategic guidance to the Chairman of the Joint Chiefs of Staff (CJCS) in the development of the national military strategy (NMS). “The ongoing

³ U.S. President, *National Security Strategy* (Washington DC: Government Printing Office, May 2010), 7.

⁴ U.S. President, *Unified Command Plan* (Washington DC: Government Printing Office, April 2011), 1.

⁵ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 1: Doctrine for the Armed Forces of the United States* (Washington DC: Department of Defense, 2 May 2007, Incorporating Change 1, 20 March 2009), I-12.

shifts in relative power and increasing interconnectedness in the international order indicate a strategic inflection point. This requires America's foreign policy to employ an adaptive blend of diplomacy, development, and defense.”⁶ As required by law, the CJCS prepares and signs the NMS. The NMS “provides focus for military activities by defining a set of interrelated military objectives and joint operating concepts from which the combatant commanders (CCDR) and Service Chiefs identify desired capabilities and against which the CJCS assesses risk.”⁷ U.S. SOF is specifically trained and educated to execute these sensitive operations in support of diplomacy, building partnership capacity, and thinking adaptively.

According to the CJCS, “the NSS and Quadrennial Defense Review (QDR) guide the establishment of our (four) National Military Objectives: 1) Counter Violent Extremism, 2) Deter and Defeat Aggression, 3) Strengthen International and Regional Security, and 4) Shape the Future Force.”⁸ The DoD trains SOF forces to execute the full range of military options in order to execute these complex national objectives.

Countering violent extremism falls under unconventional warfare, which is a mainstay of SOF missions. “We will strengthen and expand our network of partnerships to enable partner capacity to enhance security...Military-to-military relationships must be reliable to be effective, and persevere through political upheavals or even disruption.”⁹ Working by, with, and through partner nations, allied militaries, and other people who support U.S.

⁶ National Military Strategy, 1.

⁷ Joint Publication 1, I-12.

⁸ National Military Strategy, 4.

⁹ Ibid, 6.

national interests are specific actions that SOF personnel execute on a more regular basis than the CF.

To deter and defeat aggression across the globe requires trust, cooperation, and teamwork. SOF provides this capability before conflict occurs. “Preventing wars is as important as winning them, and far less costly.”¹⁰ SOF is able to execute delicate missions that the CF is not trained or educated to execute. “Working through institutions, alliances and coalitions, we will dismantle proliferation networks, interdict movement of materials, further improve nuclear forensics capabilities, and secure nuclear, chemical, and biological materials worldwide.”¹¹ Few of these missions fall within the normal purview of CF capabilities; however, these are mainstays for the SOF community. “Seeking to adhere to international standards, the United States will use military force in concert with allies and partners whenever possible, while reserving the right to act alone if necessary.”¹² It is this nuanced approach to building consensus, partner capabilities, and then being embedded with the host nation or indigenous forces that make SOF unique in its capabilities compared to the CF.

For strengthening international and regional security, SOF is regularly deployed to over 70 countries annually.¹³ “We must thoughtfully address cultural and sovereignty concerns in host countries. Global posture remains our most powerful form of commitment and provides us strategic depth across domains and regions.”¹⁴ As stated in

¹⁰ Ibid, 7.

¹¹ Ibid, 7.

¹² Ibid, 8.

¹³ U.S. Special Operations Command, “*Special Operations Forces Truths*.” U.S. Special Operations Command. <http://www.socom.mil/default.aspx> (accessed December 29, 2012).

¹⁴ National Military Strategy, 10.

this portion of the NMS, the United States has interests in the following geographic areas: North America, Canada, Mexico, Caribbean, South America, Central America, Broader Middle East, Africa, Europe, Asia and Pacific, Australia, the Philippines, Thailand, Vietnam, Malaysia, Pakistan, Indonesia, Singapore, Republic of Korea, China, Taiwan.¹⁵ SOF officers have specialized training and education to train, work, and live with the militaries of many of the host nation forces in this list of countries and geographic areas.

For the U.S. military to shape the future force, “Our focus on leadership, not simply power, necessitates that we emphasize our values and our people as much as our platforms and capabilities.”¹⁶ One of the SOF “truths” or proven paradigms is “people are more important than hardware.”¹⁷ To prepare our military capabilities for the future, “we must grow leaders who can truly out-think and out-innovate adversaries while gaining trust, understanding, and cooperation from our partners in an ever-more complex and dynamic environment.”¹⁸ Army Special Forces and Navy Sea, Air, Land (SEAL) officers train for years and execute continuing civilian education to develop and hone their unique skills, which facilitates their ability to creatively think and adapt to any situation. Tied to this extensive training and education is the need for SOF to function seamlessly as a joint force. “Unity of command (effort) is based on the designation of a single commander with the authority to direct and coordinate the efforts of all assigned forces in pursuit of a common objective.”¹⁹ For unity of effort in SOF operations and TM,

¹⁵ Ibid, 10-14.

¹⁶ Ibid, 16.

¹⁷ USSOCOM Website.

¹⁸ National Military Strategy, 16.

¹⁹ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-08: Interorganizational Coordination During Joint Operations* (Washington DC: Department of Defense, 24 June 2011), I-5.

DoD needs one expert point of contact to execute these requirements. However, as we shall see, the unified command plan, as currently implemented, does not provide the essential unity of effort required.

Unified Command Plan

“The National Security Act of 1947 and Title 10 of the USC provide the basis for establishment of combatant commands.”²⁰ The unified combatant commands have specific missions and responsibilities and consist of geographic and functional combatant commands. “The Commanders of the Combatant Commands are responsible to the President and the Secretary of Defense for accomplishing the military missions assigned to them and shall exercise command authority over assigned forces as directed by the Secretary of Defense.”²¹ The April 2011 UCP listed six geographic combatant commands and four functional combatant commands. The six geographic combatant commands (GCC) are U.S. Africa Command (USAFRICOM), U.S. Central Command (USCENTCOM), U.S. European Command (USEUCOM), U.S. Northern Command (USNORTHCOM), U.S. Pacific Command (USPACOM), and U.S. Southern Command (USSOUTHCOM).²² The four functional combatant commands (FCC) are U.S. Joint Forces Command (USJFCOM), U.S. Special Operations Command (USSOCOM), U.S. Strategic Command (USSTRATCOM), and U.S. Transportation Command

²⁰ Joint Publication 1, I-12.

²¹ U.S. Department of Defense, *Department of Defense Directive 5100.01: Functions of the Department of Defense and Its Major Components* (Washington DC: Department of Defense, 21 December 2010), 2.

²² U.S. President. *Unified Command Plan* (Washington DC: Government Printing Office, 6 April 2011), 6-20.

(USTRANSCOM).²³ However, as of August 31, 2011, the Department of Defense (DoD) inactivated USJFCOM, resulting in three FCCs.

Although USSOCOM is a FCC that provides SOF to all of the GCCs, it also has the authority to conduct operations geographically and has Service-like responsibilities as stated in Chapter 6, Title 10, United States Code (USC). USSOCOM does not provide support to USSTRATCOM or USTRANSCOM routinely but will do so as directed by Secretary of Defense.

The Combatant Commands shall have the requisite war fighting capabilities to achieve success on the non-linear battlefields of the future. These critical war fighting capabilities include foreign language proficiency and detailed knowledge of the regions of the world gained through in-depth study and personal experience.²⁴

It is this regional, cultural, and language-capable force that SOF brings to the fight globally on a daily basis that is unique in comparison to the CF.

“GCCs are the vital link between those who determine national security policy and strategy and the military forces or subordinate Joint Force Commands (JFC) that conduct military operations within their geographical AORs.”²⁵ The UCP delineates two comprehensive task lists for each of the GCCs to execute. For the first list, all of the GCCs execute 16 identical tasks in their area of responsibility (AOR); USNORTHCOM and USPACOM have an additional 17th task. Listed below are the key missions from the 17 tasks that SOF is uniquely and routinely qualified to execute:

(1) Detecting, deterring, and preventing attacks against the United States, its territories, possessions, and bases, and employing appropriate force to defend the Nation should deterrence fail.

²³ Ibid, 21-36.

²⁴ U.S. Department of Defense, *Department of Defense Directive 1315.17: Military Department Foreign Area Officer (FAO) Programs* (Washington DC: Department of Defense, 28 April 2005), 2.

²⁵ Joint Publication 1, I-14.

- (3) Assigning tasks to and directing coordination among subordinate commands to ensure unified action.
- (7) Planning, conducting, and assessing security cooperation activities.
- (9) Providing U.S. Military representation to international and U.S. national agencies unless otherwise directed.
- (15) Planning for and conducting military support to stability, operations, humanitarian assistance (HA), and disaster relief, as directed.²⁶

The GCCs are globally dispersed HQ with varying mission focuses based on region, culture, language, history, and current politics. A brief description of each follows in order to illustrate the many different mission sets required for SOF execution.

Headquartered at Kelley Barracks, Stuttgart, Germany, USAFRICOM is the newest GCC in the UCP. Although the UCP has no specific responsibilities for USAFRICOM to execute, its mission is to engage key nations and regions on the African continent in support of U.S. national interests. As an emerging AOR, it requires highly specialized, trained, and adaptive officers to establish rapport with host nation and indigenous personnel.

Located at MacDill Air Force Base, Tampa, Florida, USCENTCOM's AOR includes the Middle East, Egypt, and the key waterways adjacent to these countries, to include the Indian Ocean west and north of the line from the Pakistan and India coastal border.²⁷ Over the past 11 years, USCENTCOM has executed the key components of the Global War on Terrorism and the primary Operations Iraqi Freedom, New Dawn, and Enduring Freedom. Special operations forces have been fully involved in all of these operations before, during and will be there after the U.S. completes conventional operations. The UCP does not annotate any specific tasks for USCENTCOM, but one of

²⁶ Unified Command Plan, 6-20.

²⁷ Ibid, 8.

the command's ongoing requirements is to prevent terrorists from establishing safe havens within the USCENTCOM AOR.

Headquartered at Patch Barracks, Vaihingen, Germany, USEUCOM includes the continent of Europe, the Russian Federation, Georgia, Armenia, Azerbaijan, and Israel; the Mediterranean Sea, the Baltic Sea, the Black Sea, the Sea of Azov, and parts of the Arctic and Atlantic Oceans.²⁸ Vaihingen, a community of Stuttgart, Germany, is home to two GCCs with neighboring USAFRICOM located at Kelley Barracks. With multiple countries, cultures, languages, and complex boundaries with USCENTCOM and USAFRICOM, USEUCOM has many unconventional requirements in its AOR.

Located at Peterson Air Force Base, Colorado Springs, Colorado, USNORTHCOM's AOR includes North America, Mexico, the Caribbean, the Gulf of Mexico, and parts of the Arctic, Atlantic, and Pacific Oceans.²⁹ Of the six GCCs, USSNORTHCOM has the most extensive list of UCP-specified responsibilities:

- 1) Support to Civil Authorities.
- 2) North American Aerospace Defense Commander (CDRNORAD). In accordance with the NORAD agreement, when CDRNORAD is a Canadian, will be designated Deputy CDRNORAD.
- 3) USELEMNORAD Commander.
- 4) Pandemic Influenza and Infectious Disease (PI&ID).
- 5) Homeland Defense.
- 6) Arctic.
- 7) Chemical Biological Radiological Nuclear and High-Yield Explosives Consequence Management (CBRNE-CM)."³⁰

Although not normally assigned to missions in the United States, SOF possesses the capabilities to support USNORTHCOM operations if required.

²⁸ Ibid, 10.

²⁹ Ibid, 12.

³⁰ Ibid, 14-15.

Headquartered at Camp H. M. Smith, Oahu, Hawaii, USPACOM has the largest AOR of the GCCs: the countries of Southeast Asia, the southern Asian landmass to the western border of India, China, Mongolia, Democratic People's Republic of Korea, Republic of Korea, Japan, Australia, New Zealand, Antarctica, Hawaii, and the Pacific and Indian (east of the India and Pakistan border) Oceans.³¹ Specific UCP responsibilities include the following:

- 1) Support to Civil Authorities - includes DSCA, at U.S. federal, tribal, state, and local levels, as directed;
- 2) Missions in the Russian Federation - in coordination with CDRUSEUCOM, conducts counterterrorism planning for all U.S. diplomatic missions;
- 3) Homeland Defense.³²

As shown in previous conflicts in Vietnam, the Philippines, and GWOT, SOF has had an ongoing presence in the USPACOM AOR. USPACOM's diverse regions, cultures, and languages require officers with SOF-peculiar skills to build and maintain relationships with key actors in the AOR.

Located at Miami, Florida, USSOUTHCOM's AOR includes Central and South America, parts of the Caribbean, and the Atlantic and Pacific Oceans from Antarctica north to roughly the outline around the South American continent. The UCP states one specific responsibility for USSOCOM: the defense of the Panama Canal and Panama Canal area.³³ Over the last several decades, SOF has been training and working with host nation forces throughout Central and South America to counter communism, terrorism, drug trafficking, and insurgencies.

³¹ Ibid, 16.

³² Ibid, 18.

³³ Ibid, 20.

Within the task organization of each of the GCCs, the Theater Special Operations Command (TSOC) is a subordinate unified command, also called a sub-unified command, which provides the GCCs with comprehensive SOF support.³⁴ To operate effectively across the globe, SOF is highly trained and educated to meet the SOF requirements for all the GCCs. The main missions of the TSOC commander include functioning as a Joint Force Commander, Theater SO Advisor, and when designated, as a Joint Force Special Operations Component Commander.³⁵ As shown by these separate command requirements, SOF functions as a separate, uniquely-qualified entity that requires specifically trained SOF personnel that can plan and execute the full range of SOF missions.

Headquartered at MacDill Air Force Base, Tampa, Florida, USSOCOM organizes, trains, and equips joint SOF for assignment to the GCCs. Although it does not have a geographic AOR, USSOCOM can exercise command and control of SOF and conduct SO globally. According to the UCP, USSOCOM has four specified responsibilities:

- 1) Global Operations against Terrorist Networks - responsible for synchronizing planning for global operations against terrorist networks,
- 2) Special Operations Forces Joint Force Provider,
- 3) Joint Special Operations Forces Training, and
- 4) Military Information Support Operations (MISO) - integrates and coordinates DoD MISO capabilities to enhance interoperability.³⁶

³⁴ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-05: Special Operations* (Washington DC: Department of Defense, 18 April 2011), III-4.

³⁵ Ibid, III-4.

³⁶ Unified Command Plan, 25-27.

Per Section 167, Chapter 6, Title 10, U.S. Code, USSOCOM is responsible for the following 14 functions relating to special operations activities, whether or not relating to the special operations command:

- 1) developing strategy, doctrine, and tactics;
- 2) preparing and submitting program recommendations and budget proposals;
- 3) exercising authority, direction, and control over the expenditure of funds for forces assigned to the special operations command and for special operations forces assigned to unified combatant commands other than the special operations command;
- 4) training assigned forces;
- 5) conducting specialized courses of instruction for commissioned and noncommissioned officers;
- 6) validating requirements;
- 7) establishing priorities for requirements;
- 8) ensuring the interoperability of equipment and forces;
- 9) formulating and submitting requirements for intelligence support;
- 10) monitoring the promotions, assignments, retention, training, and professional military education of special operations forces officers;
- 11) ensuring the combat readiness of forces assigned to the special operations command;
- 12) monitoring the preparedness to carry out assigned missions of special operations forces assigned to unified combatant commands other than the special operations command;
- 13) development and acquisition of special operations-peculiar equipment, material, supplies, and Services; and
- 14) negotiate memoranda of agreement with the military departments to carry out the acquisition of equipment, material, supplies, and Services.³⁷

Number 10 on the list addresses the basic components of talent management:

assignments, training, professional military education. However, Title 10 USC does not go far enough in ensuring the full management potential of SOF. The requirement is for USSOCOM to “monitor” these actions; the requirement should be “execute” these actions for SOF commissioned officers. As it stands in current law, the Services execute these requirements, but the conventional force managers do not have the special

³⁷ U.S. House of Representatives, Committee on Armed Services, *Armed Forces*, United States Code, Title 10 (Washington DC: U.S. Government Printing Office, January 3, 2012).

operations forces specific training, education, and understanding of how to develop properly and employ SOF officers.

Correlation to Special Operations Forces

As illustrated by the national strategy documents, the strategic environment presents numerous challenges for the foreseeable future. SOF is well-suited to meet these challenges in each of the GCCs. The global strategic environment has many possible regional areas of unrest that may result in regional or low-intensity conflicts which have the potential to threaten the U.S. national interests. The NSS and NMS demand protection of U.S. national interests throughout the globe, which is further enumerated in the President's UCP. With SOF's unique, complex, and diverse abilities, the SOF community is set to support the GCCs by executing military operations and irregular warfare as required. But to do so, SOF requires unity of effort in executing SOF personnel TM to ensure accurate employment of SOF across all of these diverse geographical challenges.

SOF is trained and educated to execute a myriad of irregular warfare requirements that link directly to the U.S. national interests: security - disrupt, dismantle, and defeat violent extremists and counter proliferation of WMD; values - promote democracy and human rights abroad; and international order - ensure strong alliances, build cooperation with other 21st Century centers of influence, and develop cooperation on key global challenges. Within the NMS, SOF conducts advance SO peculiar training and education for executing sensitive missions in countering violent extremism, deterring and defeating aggression, strengthening regional security, and shaping the future force.

Currently, USSOCOM has authority to conduct operations geographically and has Service-like responsibilities as stated in Chapter 6, Title 10, United States Code (USC). USSOCOM provides joint SOF forces specially trained in complex tactics, techniques, and procedures that meet UCP directed missions:

- (1) Detecting, deterring, and preventing attacks against the United States, its territories, possessions, and bases, and employing appropriate force to defend the Nation should deterrence fail.
- (3) Assigning tasks to and directing coordination among subordinate commands to ensure unified action.
- (7) Planning, conducting, and assessing security cooperation activities.
- (9) Providing U.S. Military representation to international and U.S. national agencies unless otherwise directed.
- (15) Planning for and conducting military support to stability, operations, HA, and disaster relief, as directed.³⁸

To execute these missions, USSOCOM coordinates with the Services for assigning SOF officers. SOF maintains enduring relationships in each region to ensure success in meeting the NMS objectives. With the GCCs dispersed at Honolulu, Hawaii; Colorado Springs, Colorado; Miami, Florida; Tampa, Florida; and Stuttgart, Germany; USSOCOM must coordinate personnel assignments, training needs, and education requirements with the TSOCs across virtually all time zones. Additionally, USSOCOM must coordinate personnel TM with the Services at each of their human resources commands. The paper will now describe the capabilities of SOF and the differences between SOF and conventional forces.

³⁸ Unified Command Plan, 6-20.

CHAPTER 3: SPECIAL OPERATIONS FORCES

Within the United States military arsenal, both conventional and unconventional forces comprise the full spectrum of military capabilities. It takes the complementary employment of both to defend the United States and protect U.S. national interests successfully. The U.S. Special Operations Forces (SOF) includes the following elements from the four Services:

- 1) U.S. Army - Special forces (SF), Ranger, Army special operations (SO) aviation, SO military information support operations (MISO), and SO civil affairs (CA) units;
- 2) U.S. Navy - Sea, air, land team (SEAL), SEAL delivery vehicle, and special boat teams;
- 3) U.S. Air Force - SO flying units (includes unmanned aircraft systems), special tactics elements (includes combat control, para-rescue, SO weather, and select tactical air control party [TACP] units), and aviation foreign intelligence defense (FID) units;
- 4) U.S. Marine Corps - Marine SO battalions which can be task organized to conduct specific SO missions.¹

Each of the SOF capabilities from the joint Services complement each other and provides the United States with a comprehensive, special operations array of responses for threats across the entire spectrum of warfare, from low-intensity conflicts through full-scale major combat operations. “Special operations forces (SOF) are small, specially organized units manned by people carefully selected and trained to operate under physically demanding and psychologically stressful conditions to accomplish missions using modified equipment and unconventional applications of tactics against strategic and operational objectives.”² As shown in Section 167, Chapter 6, Title 10, U.S. Code

¹ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-05: Special Operations* (Washington DC: Department of Defense, 18 April 2011), II-2.

² U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-05.1: Joint Special Operations Task Force Operations* (Washington DC: Department of Defense, 26 April 2007), I-1.

(USC), the United States Special Operations Command (USSOCOM), is a unified, four-star level command in charge of all U.S. SOF. One of the fundamental issues of this thesis is the Title 10 responsibilities of the Services and of USSOCOM and how the DoD manages the talent of these SOF officers. USSOCOM has “Service-like” responsibilities as stated in Title 10, USC: organize, train, and equip SOF forces. The uniqueness of SOF is how its operations, training, and doctrine are executed compared to the conventional forces (CF). As stated in the Joint Publication 3-05, Special Operations, “special operations-peculiar...is equipment, material, supplies, and Services required for special operations missions for which there is no Service-common requirement.”³

For CF management, each of the Services execute the initial baseline training and education of its officers. Then, the officers volunteer for SOF duty. USSOCOM units assess and select these officers to join the SOF community. After that, USSOCOM monitors career-long education and training of SOF officers in direct coordination with the Services. Everything that USSOCOM does requires the approval and support of the Services with respect to duty assignments, education opportunities, promotions, and career development. However, the Services do not fully possess the understanding of SOF capabilities, doctrine, training, and education.

SOF perform two types of activities. First, they perform tasks that no other forces in DOD conduct and second, they perform tasks that are conducted by DOD forces, but do so to a unique set of conditions and standards, normally using equipment and tactics, techniques, and procedures not utilized by conventional forces.⁴

The Services defer to USSOCOM and work extensive coordination with USSOCOM and its Service component commands to execute talent management. SO is as strategically

³ Joint Publication 3-05, GL-12.

⁴ Ibid, I-2.

important as traditional conventional warfare. Many of the capabilities and skills required for SO are applicable to traditional joint warfare. “Joint warfighters must be versed in the capabilities and skills required for traditional and irregular warfare. Warfighting enablers such as language skills, regional expertise, and cultural awareness are central to this.”⁵ As a result, SO has developed its own highly-specialized niche in military operations that spans the entire spectrum of warfare resulting in several unique core activities. “Use of SOF with CF creates an additional and unique capability to achieve objectives that may not be otherwise attainable. SOF can arrange and package their capabilities in combinations to provide DOD options applicable to a broad range of strategic and operational challenges.”⁶

With the breadth and depth of these unique skills, SOF offers rapidly deployable and scalable forces that can meet national security needs across the globe. Due to these unique skills, SOF requires special talent management to realize fully the return on investment in training, education, and experience. Tied to this, SOF’s uniqueness adheres to what they refer to as SOF Truths:

- 1) Humans are more important than hardware.
- 2) Quality is better than quantity.
- 3) SOF cannot be mass produced.
- 4) Competent SOF cannot be created after emergencies occur.
- 5) Most special operations require non-SOF assistance.⁷

These truths exemplify the SOF-peculiar mind-set and culture of SO. SOF officers think, train, and operate much differently than CF.

⁵ U.S. Department of Defense, *Chairman of the Joint Chiefs of Staff Instruction 1800.01D: Officer Professional Education Policy (OPMEP)* (Washington DC: Department of Defense, 15 December 2011), A-3.

⁶ Joint Publication 3-05, II-5.

⁷ U.S. Special Operations Command, “Special Operations Forces Truths,” U.S. Special Operations Command, <http://www.socom.mil/default.aspx>, (accessed December 29, 2012).

Beyond unique military skills and capabilities, SOF officers possess innate personal attributes that make them different from their conventional colleagues. SOF officers, as demonstrated by their successful completion of SOF assessment and qualification courses, have talents that require special development and management.

A Swiss Army knife is more like a guerrilla. Yes, he can shoot, move, and communicate, at a level that most soldiers and Marines would find impressive. But, to stay with the car analogy, he was built for off-road use, to go places where the fuel isn't always premium, to fix himself when he breaks, and to stay for weeks and months, to minutes and hours.⁸

The abilities to think adaptively with superior mental ingenuity, speak foreign languages, survive for long periods with unfaltering physical stamina, execute long duration missions with little or no resupply, and persevere in all weather, terrain, and political landscapes, sets SOF officers' talent apart from non-SOF officers.

Core Activities

What makes SOF unique in comparison to CF are the various unconventional missions that SOF executes. SOF trains, deploys and executes eleven core activities:

- 1) Direct action (DA),
- 2) Special reconnaissance (SR),
- 3) Counterproliferation (CP) of weapons of mass destruction (WMD),
- 4) Counterterrorism (CT),
- 5) Unconventional warfare (UW),
- 6) Foreign internal defense (FID),
- 7) Security force assistance (SFA),
- 8) Counterinsurgency (COIN),
- 9) Information operations (IO),
- 10) Military information support operations (MISO), and
- 11) Civil affairs (CA) operations.⁹

⁸ Schwalm, Tony, *The Guerrilla Factory* (New York: Free Press, 2012), 100.

⁹ Joint Publication 3-05, II-6.

Not only are these core missions trained at an advanced level, those activities that the CF has requirements to execute, such as DA, CP of WMD, CT, FID, and IO, are of a different nature and basic level of expertise than the methods used by SOF. SOF education and training in these areas is extensive over many months and refined constantly. Using different, SOF-peculiar equipment and advanced technologies, coupled with language, cultural, and regional training, SOF officers require special TM to maximize their effects on the battlefield.

Direct Action, a common task between CF and SOF, is much more intricate and time-intensively trained in SOF in comparison to CF.

DA entails short-duration strikes and other small-scale offensive actions conducted as SO in hostile, denied, or diplomatically sensitive environments, and which employ specialized military capabilities to seize, destroy, capture, exploit, recover, or damage designated targets. DA differs from conventional offensive actions in the level of diplomatic or political risk, the operational techniques employed, and the degree of discriminate and precise use of force to achieve specific objectives.¹⁰ SOF executes DA in denied or diplomatically sensitive environments and in areas with substantial political risk. SOF requires more extensive education and training in international and diplomatic relations.

Special Reconnaissance (SR) applies to the full range of military operations and its missions can come from the President of the United States. SOF SR requires extensive, unique training in comparison to CF. “SR entails reconnaissance and surveillance actions conducted as SO in hostile, denied, or diplomatically sensitive environments to collect or verify information of strategic or operational significance, employing military capabilities not normally found in CF.”¹¹

¹⁰ Ibid, II-5.

¹¹ Ibid, II-7.

Counter-Proliferation (CP) of WMD is a highly sensitive and intricate mission. Officers must possess highly honed skills in tracking and understanding the science behind chemical, biological, radiological, or nuclear materials. “CP refers to actions taken to defeat the threat and/or use of WMD against the United States, our forces, allies, and partners.”¹² A highly visible operation, CP of WMD has international interest in the ongoing fight in the war on terrorism.

Counter-Terrorism (CT), the main component in the war on terrorism, is a mission of both CF and SOF. Yet once again, SOF is much more extensively trained in CT and at a much higher, advanced level than the CF. Relying on their diplomatic and innovative capabilities, SOF are uniquely suited to execute this complex mission. “CT is defined as actions taken directly against terrorist networks and...is part of the DOD’s broader construct of combating terrorism (CbT), which are actions, including antiterrorism and CT, taken to oppose terrorism throughout the entire threat continuum.”¹³ SOF is a major component of the DoD’s CbT capabilities due to its innate knowledge, skills, and abilities in advanced military operations.

As stated by its title, the activity Unconventional Warfare (UW) stands out as one of the primary reasons that SOF exists because it is virtually the opposite of conventional warfare. The very nature of UW demands unique, unorthodox, and unordinary methods to identify, assess, select, train, educate, and deploy SOF officers in support of the NMS. “UW are those activities conducted to enable a resistance movement or insurgency to coerce, disrupt, or overthrow a government or occupying power by operating through or

¹² Ibid, II-7.

¹³ Ibid, II-8.

with an underground, auxiliary, and guerrilla force in a denied area.”¹⁴ UW clearly requires officers well-versed in diplomacy, international relations, language, culture, and regional expertise.

Along the theme of foreign regional expertise, Foreign Internal Defense (FID) is a key function of SOF that requires language and cultural skills. “From the US perspective, FID refers to the US activities that support a host nation’s (HN) internal defense and development (IDAD) strategy designed to protect against subversion, lawlessness, insurgency, terrorism, and other threats to their security, stability, and legitimacy.”¹⁵ Tied closely to regional expertise, SOF officers must understand the internal and external politics of a region, how the military forces organize, train, and equip, and what the ends, ways, means, and risk that the HN plans to employ to execute its IDAD program. The knowledge, skills, and abilities to execute these actions and understand this process make SOF officers unique to the CF.

Similar to FID, Security Force Assistance (SFA) requires language, cultural, political, and regional expertise for SOF officers to successfully integrate and work with indigenous military and security forces and local population. “SFA specifically pertains to those DOD activities that contribute to unified action by the USG to support the development of the capacity and capability of foreign security forces (FSF) and their supporting institutions.”¹⁶ SFA requires officers that are politically adept, understand the concepts of whole of government approach when wielding a nation’s instruments of national power (DIME - diplomacy, information, military, and economic), and can

¹⁴ Ibid, II-9.

¹⁵ Ibid, II-11.

¹⁶ Ibid, II-12.

operate on their own. SOF officer assignments are geographically and operationally based most of the time.

In the similar theme of FID and SFA, counterinsurgency (COIN) requires the same regional, language, and cultural skills in working with indigenous political leaders, military leaders, and local population.

COIN refers to the comprehensive civilian and military efforts taken to defeat insurgency and to address any core grievances. The combat skills, experience, cultural awareness, and language skills of SOF allow them to conduct a wide array of missions working through or with HN security forces or integrated with US CF.¹⁷

SOF officers are trained to operate for long periods of time in austere environments in support of the NMS objectives in meeting geographical security needs. Geographic combatant commands count on SOF to work with HNs in order to facilitate the strengthening of local governments against insurgents. The SOF-peculiar training and education of SOF officers enables them to successfully achieve these diplomatic security missions.

SOF executes Information Operations (IO) directly and indirectly in all its missions. “IO are the integrated employment, during military operations, of information-related capabilities ... to influence, disrupt, corrupt, or usurp the decision making of adversaries and potential adversaries while protecting our own...IO play a key role in the successful accomplishment of SO missions and promote other SOF core activities.”¹⁸ Although CF also execute IO, by its very nature, CF IO is conventional. SOF, on the other hand, is an advanced, SOF-peculiar mode of IO, which requires unique education

¹⁷ Ibid, II-13.

¹⁸ Ibid, II-15.

and training. SOF IO advances higher levels of DIME-messaging, which is specifically tailored to the unique political situations in the region of operations.

Military information support operations (MISO), formerly known as psychological operations, are a key component of SOF operations. “MISO are planned operations to convey selected information and indicators to foreign audiences to influence their emotions, motives, objective reasoning, and ultimately the behavior of foreign governments, organizations, groups, and individuals.”¹⁹ MISO requires specialized training in communications, information technology, and specific messaging requirements. SOF officers receive this training and employ these capabilities in accordance with the unique regional, cultural, and diplomatic exigencies of the mission.

The final SOF core activity, Civil Affairs Operations (CAO), exemplifies the close coordination and teamwork between U.S. SOF and HN forces. “CAO are operations conducted by CA forces that enhance the relationship between military forces and civil authorities in localities where military forces are present.”²⁰ Again, it takes highly trained and specially educated officers to execute this activity. SOF officers routinely conduct CAO. The need for like-minded, trained, and educated talent managers in SOF is paramount in fully realizing the potential and daily mission accomplishment of these critical core activities in support of the national military strategy.

With irregular warfare becoming more prominent in today’s environment, the future demands on SOF will increase as HNs require support as the U.S. pursues its national interests. The President can direct ops at a moment’s notice in order to counter regionally based conflicts that happen due to culturally, demographically, and

¹⁹ Ibid, II-16.

²⁰ Ibid, II-17.

economically challenged populations. These conflicts will continue into the future. The geographic combatant commands require language-qualified, regional and cultural experts that can work with the indigenous HNs and forces where these populations in turmoil exist. SOF must be developed before these regional crises occur.

SOF requires TM by those that fully understands all facets of SOF and can ensure the development of a sufficient amount of SOF before a crisis occurs. Future wars require SOF officers that are fully developed and fully utilized. Due to the overwhelming utility of SOF in many complex, sensitive national interest missions from their core activities, SOF is perpetually deployed. The operational tempo (OPTEMPO) of SOF officers and non-commissioned officers, defined as the time away from home due to deployment, training, and education, is extremely high in comparison to the CF. The troop-to-task requirements for SOF outstrip the fixed amount of SOF available in relation to the amount of mission requirements.

As a result, the need to balance deployments with developmental opportunities (education, training) and the need to maintain the force without burning it out are paramount to the efficacy of SOF. Tied to this concept of preservation of the force is the preservation of their families as well. The foundation of military service is predicated on the support of families.

The stress of a decade of combat and the uncertainty of fiscal constraint reinforce the need to keep faith with our Military Family. Keeping faith means understanding and recognizing the Military Family's extraordinary contributions and sacrifices, supporting them in the ways they need most, and preserving the trust between us. Always.²¹

²¹ U.S. Chairman of the Joint Chiefs of Staff, *Chairman's Strategic Direction to the Joint Force* (Washington DC: Department of Defense, 6 February 2012), 11.

Excessive deployments and time away from home due to training and education is a heavy burden on SOF officers and their families. Managing their operational tempo, the ongoing time cycle between training, deployment, and home station, is a key part in maintaining the strength of SOF in the future. Orchestrating deployment cycles, education opportunities, training requirements, and career development actions requires an organization that fully understands SOF operations.

Currently, the Services provide SOF officers to USSOCOM's Service component HQ for the execution of SOF missions. The Services human resources (HR) centers execute the education and assignment processes for SOF officers in coordination with USSOCOM Service component HQ. Geographically dispersed across the country, the four Service HR centers are conventional forces focused and separated from USSOCOM. As stated earlier, USSOCOM is located at MacDill Air Force Base (AFB), Tampa, Florida. The Services HR management centers are dispersed at Kentucky, Tennessee, Virginia, and Texas. Each of these HR centers has its own conventional forces centric, Service-unique approach to TM.

Special Operations Forces Talent Management Factors

Based on the strategic environment, national interests, security strategy, and military strategy, SOF is in high demand by the GCCs due to its unique, complex and diverse core activities. Managing SOF employment requires unity of effort in assigning and maintaining enduring relationships in each region. As multiple conflicts continue today and into the future, accurate operational tempo management is critical to mission accomplishment and SOF preservation. With the Services providing personnel from HR centers that are geographically and internally culturally diverse, consolidation of SOF

TM would improve effectiveness and efficiency. The paper will now examine the current state of personnel management within the DoD.

CHAPTER 4: DEPARTMENT OF DEFENSE

Within the Department of Defense (DoD), officer personnel management follows a professional development process that develops officers for higher, successive-level billet assignments while filling DoD requirements. DoD does not have a specified “talent management (TM)” program. The DoD’s intent is to track officer education, training, and skill development for future jobs over a career timeline. As shown by Title 10, US Code (USC), both the Services and USSOCOM have responsibilities for organizing, training, developing, and equipping special operations forces (SOF). The Services execute human resources (HR) management at their respective HR commands; the Joint Staff, located at the Pentagon, does not execute HR assignments. With unique qualifications, comprehensive training requiring years of development, and specific SOF skill sets that are unique in comparison to conventional forces (CF), the TM of special operations officers requires a comprehensive DoD plan to fully develop SOF officer capabilities.

Department of Defense and Joint

Per Title 10, U.S. Code, the Services execute 12 functions:

1) Recruiting, 2) Organizing, 3) Supplying, 4) Equipping, 5) Training, 6) Servicing, 7) Mobilizing, 8) Demobilizing, 9) Administering, 10) Maintaining, 11) construction, outfitting, and repair of military equipment, and 12) the construction, maintenance, and repair of buildings, structures, and utilities and the acquisition of real property, and interests in real property.¹

In comparison to USSOCOM’s functions in Chapter 6, Title 10, USC, the Services and USSOCOM’s responsibilities are very similar. Organize, train, equip, and administer are

¹ U.S. House of Representatives. Committee on Armed Services. *Armed Forces*. United States Code, Title 10. Washington DC: U.S. Government Printing Office, January 3, 2012.

the key functions that they share. Once the Services have completed the initial preparation of officers, DoD has the Services execute a selection process to identify SOF officers. The SOF officers, after selection, go through assessment for final acceptance by USSOCOM's Service components.

The DoD and joint guidance in regulations, directives, and instructions does not specifically use the term "talent management" in any of its publications. Rather, DoD uses terms such as development, progression, and life-long learning. There is not a comprehensive program that specifically links the premises of education, training, experience, successive assignments, future requirements, and mentoring into one process. "Professional development is the product of a learning continuum that comprises training, experience, education, and self-improvement."² Although DoD acknowledges a continuum, an actual TM program does not formally exist in doctrine. For SOF officers, DoD recognizes the need to recruit and develop officers with irregular warfare (IW) capabilities. "The Joint Staff J-1 will cooperate with the Military Services and the Office of the Under Secretary of Defense (USD) for Personnel and Readiness (OUSD(P&R)) in their development of programs and policies to promote career paths that attract and retain personnel with irregular warfare (IW)-relevant skills."³ DoD set the precedent to manage SOF officers with IW skills and the need to "promote career paths" for personnel that have this unique expertise.

² U.S. Department of Defense, *Chairman of the Joint Chiefs of Staff Instruction 1800.01D: Officer Professional Education Policy (OPMEP)* (Washington DC: Department of Defense, 15 December 2011), A-1.

³ U.S. Department of Defense, *Chairman of the Joint Chiefs of Staff Instruction 3210.06: Irregular Warfare* (Washington DC: Department of Defense, 10 June 2010), A-1.

Tied to IW requirements, DoD requires the development of officers in all career fields. “It is DoD policy to provide an adequate officer inventory to meet projected manpower and skill requirements for each competitive category and grade. That inventory should reflect the appropriate distribution of officers by grade, experience, and skill.”⁴ To meet officer inventory requirements, DoD requires a promotion system that ensures the right quantity, quality, and composition of skills that meet the national military strategy (NMS) requirements.

The secretaries of the military departments will establish competitive categories, as required, to manage, in relation to the requirements of the officer category concerned, the career development and promotion of certain groups of officers whose specialized education, training, or experience, and often relatively narrow utilization, make separate career management desirable.⁵

Competitive categories provide different career paths for officers to pursue their career goals and ensure DoD has the right mix of grades and skills to meet the NMS. Each of the Services establishes their competitive categories.

DoD recognizes that training and education are integral to the comprehensive development of commissioned officers. “Professional military education (PME) – both Service and Joint – is the critical element in officer development and is the foundation of a joint learning continuum that ensures our Armed Forces are intrinsically learning organizations.”⁶ The goal of DoD training is to ensure it continues to develop the force for future requirements.

⁴ U.S. Department of Defense, *Department of Defense Instruction 1320.12: Commissioned Officer Promotion Program* (Washington DC: Department of Defense, 27 September 2005), 2.

⁵ Ibid, 3.

⁶ Chairman of the Joint Chiefs of Staff Instruction 1800.01D, 1.

For education, DoD follows a dual approach that integrates individual and institutional education. Individual education involves officers voluntarily identifying a college degree that they wish to pursue at a civilian university or college.

Voluntary education programs shall provide educational opportunities comparable to those available to citizens outside the military, be available to all active duty personnel regardless of their duty location, and include courses and Services provided by accredited postsecondary vocational and technical schools, colleges, and universities.⁷

The college degree normally falls into the purview of the officer's career field. "Assess their respective graduate education program posture to ensure a cadre of highly qualified officers is developed and maintained in fields that fulfill present needs, anticipated requirements, or future capabilities."⁸

DoD sees IW as an important factor in meeting NMS goals as shown by its directive to form IW career paths. "Recognize that IW is as strategically important as traditional warfare. Many of the capabilities and skills required for IW are applicable to traditional warfare, but their role in IW can be proportionally greater than in traditional warfare."⁹ To develop IW capabilities more robustly, the U.S. Congress established USSOCOM as the functional combatant command (FCC) in Title 10, responsible for IW. "Cultural awareness and language training shall be embedded in accession training, PME, and pre-deployment training and integrated across the Total Force."¹⁰

⁷ U.S. Department of Defense, *Department of Defense Directive 1322.08E: Voluntary Education Programs for Military Personnel* (Washington DC: Department of Defense, 23 April 2007), 2.

⁸ U.S. Department of Defense, *Department of Defense Instruction 1322.10: Policy on Graduate Education for Military Officers* (Washington DC: Department of Defense, 29 April 2008), 3.

⁹ U.S. Department of Defense, *Department of Defense Directive 3000.07: Irregular Warfare* (Washington DC: Department of Defense, 1 December 2008), 2.

¹⁰ U.S. Department of Defense, *Department of Defense Directive 1322.18: Military Training* (Washington DC: Department of Defense, 13 January 2009), 3.

For institutional education, DoD executes education at each level of an officer's career path as required by the Chairman of the Joint Chiefs of Staff (CJCS). "The Officer Professional Military Education Policy (OPMEP) defines the objectives and policies of the CJCS about the schools, colleges, and other educational institutions that make up the military education system of the Armed Forces."¹¹ After completing Service required basic and/or advanced officer training, officers progress to intermediate and senior level education. "Joint professional military education (JPME) and PME must deliver a keen understanding of joint and Service doctrine and concepts in both a traditional and irregular warfare context."¹² JPME and Service specific PME ensure officers can execute both Service and joint requirements. Over the continuum of education TM, the officer moves from basic to senior and joint education in order to meet NMS objectives.

Similar to traditional education, training with industry (TWI) is another avenue that the DoD supports in the educational development of officers. "TWI is a non-degree producing program designed to provide training and/or skills in best business procedures and practices not available through existing military or advanced civilian schooling (ACS) programs for identifiable DoD requirements."¹³ The main goal of TWI is to further develop officers' individual skills by having the officer participate in civilian training in a different, broadening environment.

As stated in DoD policy, missions that cross Services require a single proponent. "The development of training for tasks driven by in lieu of (ILO), cross-Service, or multi-

¹¹ Department of Defense Instruction 1300.19, 32.

¹² Chairman of the Joint Chiefs of Staff Instruction 1800.01D, A-2.

¹³ U.S. Department of Defense, *Department of Defense Instruction 1322.06: Fellowships, Scholarships, Training With Industry (TWI), and Grants for DoD Personnel* (Washington DC: Department of Defense, 15 November 2007), 7.

Service common training requirements shall be tasked to a lead DoD Component.”¹⁴ For IW, a joint headquarters that consolidated SOF education and training requirements would better serve the development and employment of SOF officers.

In addition to education and training, duty assignments further develop the knowledge, skills, and abilities of officers. DoD ensures that the rotation of duty stations for officers achieves NMS objectives. “The Principal Deputy Under Secretary of Defense for Personnel and Readiness shall...provide Permanent Change of Station (PCS) policies and procedures to be used by the Military Services in maintaining an equitable assignment system for enhancing career attractiveness and professional development.”¹⁵ In executing duty assignments, the Services integrate education completed via TWI and college completion with career path requirements. “Assign officers who receive fully or partially funded graduate education to validated positions as soon as practical.”¹⁶

Similarly, the Services develop officers in the highly-skilled, professional career fields for specific Service requirements. “Professional (officers)...are those whose military occupational specialty is medical officer, dental officer, veterinary officer, medical service officer, nurse, biomedical science officer, chaplain, or Judge Advocate General officer.”¹⁷ The Services manage the professional specialties separately from the other CF. Likewise, the Services also manage SOF separately from the CF. As a result, SOF TM is fragmented amongst the Services.

¹⁴ Department of Defense Directive 1322.18, 3.

¹⁵ U.S. Department of Defense, *Department of Defense Instruction 1315.18: Procedures for Military Personnel Assignments* (Washington DC: Department of Defense, 12 January 2005), 2.

¹⁶ Department of Defense Instruction 1322.10, 3.

¹⁷ Department of Defense Instruction 1300.19, 46.

Army

The Army executes HR management at its HR Command located at Fort Knox, Kentucky. Officers fall into one of several career branches or divisions for personnel management purposes: 1) Offices of the Chief of Chaplains, 2) Offices of the Judge Advocate General, 3) Army Acquisition Corps, and 4) Basic branches.¹⁸ These branches and divisions also correlate into the Title 10, USC promotion competitive categories for the Army: “a group of commissioned officers who compete among themselves for promotion and, if selected, are promoted in rank order as additional officers in the higher grade are needed in the competitive category.”¹⁹ Additionally, the Army manages special branches separately as a result of their unique qualifications. “Special branches are a grouping of branches...primarily concerned with providing combat service support...that are managed separately...(that) includes the Army Medical Department, the Chaplains, and the Judge Advocate General’s Corps.”²⁰

From a TM perspective, the Army grows its leaders based on these branches and functional areas. The special branches require higher levels of training, education, and professional qualifications. Similar to the special branches, SOF requires years of training and education in regional, geographic requirements. “Cultural capability is the ability to understand the “how and why” of foreign cultures and the roles culture, religion, and geography have in military operations.”²¹ Special Forces officers, and CA

¹⁸ U.S. Department of the Army, *Army Regulation 621-1: Training of Military Personnel at Civilian Institutions* (Washington DC: Department of the Army, 28 August 2007), 2.

¹⁹ U.S. Department of the Army, *Army Regulation 600-3: The Army Personnel Development System* (Washington DC: Department of the Army, 26 February 2009), 27-28.

²⁰ U.S. Department of the Army, *Army Regulation 614-100: Officer Assignment Policies, Details, and Transfers* (Washington DC: Department of the Army, 10 January 2006), 44.

²¹ U.S. Department of the Army, *Army Regulation 350-1: Army Training and Leader Development* (Washington DC: Department of the Army, 18 December 2009), 121.

and MISO, possess these unique qualifications and advanced training to meet this niche of military operations.

A primary focus for the Army is executing a detailed, programmed, and career-long plan for education and training development. “The Army’s formal leader development process promotes the growth of individuals through training and education, experience, assessment, counseling and feedback, remedial and reinforcement actions, evaluation, and selection.”²² To ensure uniformity and comprehensiveness in the education process, the Army uses institutional and unit training and education. “The Army’s progressive, sequential, and parallel education systems that support Army Force Generation (ARFORGEN) will help ensure future leaders are armed with the knowledge base they will need to succeed in modular formations.”²³

Officers are encouraged to seek advanced degrees within their career fields in order to enhance their capabilities. “Officers are trained to meet validated Army Educational Requirements System (AERS) requirements by specialty and grade, participants agree to study in an academic discipline consistent with the officer’s designated specialties.”²⁴ By completing a Master’s Degree, officers expand their knowledge, skills, and abilities, which is a key component of TM. Additionally, the Army uses Training with Industry (TWI) to broaden and expand the talent of its officers. “TWI programs provide knowledge, experience, and perspective in industrial management and operational technique. This training is not available through the

²² Ibid, 8.

²³ U.S. Department of the Army, *Army Regulation 600-100: Army Leadership* (Washington DC: Department of the Army, 8 March 2007), 5.

²⁴ Army Regulation 621-1, 8-9.

military Service school system or through civilian colleges or universities.”²⁵ SOF requires leaders that understand SOF core functions in order to capitalize on TWI.

To employ the knowledge, skills, and abilities gained by officers through training and education, the Army aligns the officer with mission requirements. “The officer personnel assignment system is a functional subsystem of the Officer Personnel Management System (OPMS). The goal of this subsystem is to place the right officer in the right job at the right time.”²⁶ In doing so, the Army’s goal is to maximize the ROI on educating and training officers with the missions and objectives of the combatant commanders and Army requirements. In executing assignments, the Army focuses on leader development that nests each of the facets of TM into a contiguous plan. “Leader development is achieved through lifelong synthesis of the knowledge, skills, and experiences gained through institutional training and education, organizational training, operational experience, and self-development.”²⁷ For officers to follow this leader development model, the Army encourages mentorship and self-development. “Mentorship is a voluntary and developmental relationship that exists between a person with greater experience and a person with less experience.”²⁸ “Self-development is a planned, continuous, lifelong process individual leaders use to enhance their competencies and potential for progressively more complex and higher-level assignments.”²⁹ Army officers take a distinct lead in their own development and their leaders and mentors engrain the concept of self-management of one’s career.

²⁵ Ibid, 1.

²⁶ Army Regulation 614-100, 2.

²⁷ Army Regulation 600-100, 17.

²⁸ Ibid, 18.

²⁹ Ibid, 18.

Marine Corps

The Marine Corps develops its commissioned officers much the same way that the Army does through its human resources HQ at Quantico Marine Corps Base, Virginia. “Training and education are important but different tools to be used in the development of an effective fighting force. Each complements the other and they are tightly interwoven at every level of professional development.”³⁰ Marine Corps officers learn the basics of their career field through training at the unit level and progress to the field grade ranks. As Marine officers attain higher rank, they attend higher level education, both military and civilian, to enhance their skills.

The primary facet of Marine Corps education is PME. “PME is military education which provides individuals with the skills, knowledge, and understanding that enable them to make sound decisions in progressively more demanding command and staff positions within the national security environment.”³¹ The officer basic and advanced schools ensure Marine officers are adept at the fundamentals of their career fields. “Training is the conduct of instruction, discipline, or drill; the building in of information and procedures; and the progressive repetition of tasks-the product of which is skill development and proficiency.”³² Beyond training, PME ensures Marine officers continue to develop and adapt over a career. “PME is a career long study of the foundations of the military profession...is a progressive learning system designed to

³⁰ U.S. Marine Corps, *Marine Corps Order 1553.1B: The Marine Corps Training and Education System* (Washington DC: Department of the Navy, 24 May 1991), 1.

³¹ Marine Corps Order 1553.1B, 6.

³² Ibid, 1.

educate Marines by-grade throughout their careers. It specifies required knowledge, by area, at each career level.”³³

For specialized careers, the Marine Corps fully supports civilian education as well. “The Marine Corps has identified and validated several hundred billets that are required to be staffed by officers who possess postgraduate level education.”³⁴ After identifying the billets that require advanced schooling, the Marine Corps selects officers to fulfill these educational requirements via the Advance Degree Program (ADP). “The ADP is to annually select qualified officers to be educated in skills that allow them to fill billets that require graduate education.”³⁵ The Marine Corps uses the ADP as a way to identify and develop talent by making the ADP a selective process that looks at the officer’s abilities holistically.

To expand the education process further, the Marine Corps also uses fellowships to enhance officer education. “Fellowships exist at the senior level. Participation in these programs is encouraged as they provide educational opportunities for the individual and Service not found within the PME system.”³⁶ By using PME, the ADP, and fellowships, the Marine Corps ensures it develops well-rounded, talented officers.

The Marine Corps aligns its officers’ assignments with particular requirements to support the NMS. “The policy of the Marine Corps is to limit the number of PCS moves to those required to achieve and maintain combat readiness or to ensure equitable

³³ U.S. Marine Corps, *Marine Corps Order 1553.4B: Professional Military Education (PME)* (Washington DC: Department of the Navy, 25 January 2008), 2.

³⁴ U.S. Marine Corps, *Marine Corps Order 1560.19E: Advance Degree Program (ADP)* (Washington DC: Department of the Navy, 25 June 2003), 1.

³⁵ *Ibid.*, 2.

³⁶ Marine Corps Order 1553.4B, 1-13.

treatment and career development of individual Marines.”³⁷ The goal is to meet simultaneously the needs of both the officer and the Marine Corps. The intent is to ensure the officer remains committed to the Marine Corps and continues to develop into a value-added senior leader. For the Marine Corps, the paradigm for officer management is for officers to “pursue a lifelong program of mental fitness in much the same manner as physical fitness.”³⁸ By closely tying education and training to officer capabilities while providing opportunities for career enhancement, the Marine Corps ensures clear ROI in officer development while meeting the needs of the institution.

Navy

The U.S. Navy Bureau of Personnel, Millington, Tennessee, is the Navy HQ for personnel management. Similar to the other Services, the Navy manages commissioned officers in personnel communities that consist of specific career fields. In developing officers, these personnel communities are set in competitive categories in accordance with Title 10, USC:

The promotion system is based on 5-year plans designed to meet the following objectives:

- 1) Select officers to fill projected vacancies to meet authorized strength in each competitive category and grade for the first fiscal year of the plan,
- 2) Ensure reasonable career opportunities in each competitive category,
- 3) Attain and maintain an all Regular Force on the active duty list, and
- 4) Maintain programmed requirements by grade in each competitive category over the latter four fiscal years of the plan while maintaining relatively similar career opportunities.³⁹

³⁷ U.S. Marine Corps, *Marine Corps Order P1300.8R: Marine Corps Personnel Assignment Policy* (Washington DC: Department of the Navy, 4 October 1994), 1-3.

³⁸ Marine Corps Order 1553.4B, 5.

³⁹ U.S. Department of the Navy, *Secretary of the Navy Instruction 1420.1B: Promotion, Special Selection, Selective early Retirement, and Selective Early Removal Boards for Commissioned Officers of the Navy and Marine Corps* (Washington DC: Department of the Navy, 28 March 2006), 3-4.

Overall, the intent is to ensure the Navy has enough of the right officers with the right skills available to meet current and future requirements at the right time.

A key component of Navy officer development is the execution of professional development over a career timeline that meets the career goals of the officer and needs of the Navy. “The professional development and education of Navy and Marine Corps officers...offers a number of professional development and education programs designed to prepare Navy and Marine Corps officers for their challenging leadership roles.”⁴⁰ By looking long term, the Navy ensures it attracts and retains top quality officers that are well educated to meet the Navy’s requirements. “Education is a strategic investment in the future capabilities of the Naval Service...that directly links education funding to strategy and strengthens our ability to provide the right education opportunities to the force for both current and future missions.”⁴¹ To meet these education requirements, the Navy executes a scholarship program. “Under the Scholarship Program selected officers may accept non-Navy funded financial aid to enroll in resident graduate education programs on a full-time basis while receiving full pay and benefits.”⁴² The goal of this advanced education is to broaden, strengthen, and deepen the leadership and career field skills of Navy officers. “The objectives of graduate degree programs at the NPS are to prepare officers to fill sub-specialty positions and to reinforce the self-discipline, integrity, and intellectual standards of the officer corps of the Naval Services.”⁴³

⁴⁰ U.S. Department of the Navy, *Secretary of the Navy Instruction 1524.2B: Policies Concerning the Naval Postgraduate School* (Washington DC: Department of the Navy, 27 October 2005), 1.

⁴¹ U.S. Department of the Navy, *Office of the Chief of Naval Operations Instruction 1520.42: Advanced Education Governance* (Washington DC: Department of the Navy, 18 May 2009), 1.

⁴² U.S. Department of the Navy, *Office of the Chief of Naval Operations Instruction 1520.24C: Officer Scholarship Program* (Washington DC: Department of the Navy, 20 August 2008), 1.

⁴³ Secretary of the Navy Instruction 1524.2B, 3.

The Navy ensures it identifies officers with clear potential for future service when selecting officers for advanced education. “Candidates' selection will be based on one's career record, promotion potential, needs of the Navy, academic qualifications, the particular field of study, and availability of funded student billets.”⁴⁴ By using selection and a competitive process, the Navy enhances the strength of its officer corps.

With the ongoing educational development of its officers, the Navy executes officers' assignments to enhance their career progression and development. The Navy “Makes individual assignments based primarily on the professional military qualifications required to productively perform the duties of the billet.”⁴⁵ By ensuring its officers are fully educated, the Navy ensures it has a pool of talent available to meet the diverse skill requirements in the fleet. The Navy “makes only PCS moves that are necessary for national security or to ensure equitable treatment of Navy members.”⁴⁶ In maintaining equity, the Navy ensures officers have the opportunity to meet personal career development goals while simultaneously meeting the needs of the Navy.

Air Force

Located at Randolph Air Force Base (AFB), San Antonio, Texas, the Air Force HR center executes officer TM. The overall goal of Air Force officer management is to develop well-rounded leaders that understand their career field and the Air Forces as an institution. “Airmen must possess the right combinations of both occupational and institutional competencies. AF developmental efforts span a career and are referred to as

⁴⁴ Office of the Chief of Naval Operations Instruction 1520.24C, 6.

⁴⁵ U.S. Department of the Navy, *Office of the Chief of Naval Operations Instruction 1300.15A: Navy Military Personnel Assignment Policy* (Washington DC: Department of the Navy, 29 December 2006), 3.

⁴⁶ Ibid, 3.

a Continuum of Learning (CoL).”⁴⁷ The Air Force executes a well-documented and programmed approach to education and training.

“All officers will complete all requirements listed in the specialty description in the Air Force Officer Classification Directory (AFOCD) and Career Field Education and Training Plan (CFETP) if applicable; complete advanced or supplemental education and training courses, as required by the Air Force Career Field Manager (AFCFM).⁴⁸

For meeting these officer skills requirements, the Air Force executes a developmental education (DE) process. “A critical subset under the DE umbrella is PME.”⁴⁹ To track qualifications and certifications accurately, the Air Forces uses a CFETP for each officer to ensure the Air Force has developed and maintained the proper talent levels to meet Air Force needs. “Supervisors use the CFETP to plan, prioritize, manage, and execute training within the career field. CFETPs are used to identify and certify all past and current qualifications.⁵⁰ As shown by the officers’ skills training requirements, the Air Force is committed to career development, which includes PME.

Education is one of three core concepts that make up the CoL (continuum of learning) which encompasses the deliberate developmental path over the course of an Air Force career. The other two core concepts of the CoL are training and experience.⁵¹

Timing of education is an important precept of Air Force career development by ensuring that it occurs at each step of the officer’s career. “The Air Force designed its professional continuing education (PCE) program to meet requirements for specialized knowledge

⁴⁷ U.S. Department of the Air Force, *Air Force Instruction 36-2201: Air Force Training Program* (Washington DC: Department of the Air Force, 8 March 2011), 6.

⁴⁸ Ibid, 22.

⁴⁹ U.S. Department of the Air Force, *Air Force Instruction 36-2301: Developmental Education* (Washington DC: Department of the Air Force, 16 July 2010), 4.

⁵⁰ Air Force Instruction 36-2201, 69.

⁵¹ Air Force Instruction 36-2301, 4.

needed to improve the performance of personnel in their present duties or to prepare them to assume greater responsibilities.”⁵²

In the end, “the primary factor in selection of an Airman for PCS is the Airman’s qualifications to fill a valid manpower requirement and perform productively in the position for which being considered.”⁵³ Air Force managers use a holistic approach in identifying available officers for assignments, their preferences, and needs of the Service.

The Officer Assignment System (OAS) has six basic tenets: 1) fill all valid Air Force requirements, 2) select from the most eligible, qualified volunteers, 3) if no qualified volunteers, select the most eligible of all qualified officers, 4) officers should consult with their commanders to actively review OPD, 5) have access to a listing of all openings, and 6) should have a voice in the assignment process.⁵⁴

For executing personnel duty assignments, the Air Force ensures that education is completed before moving the officer. “An officer enrolled in an off-duty graduate or doctorate degree program may be deferred from PCS for the period necessary to complete the program, not to exceed 12 months.”⁵⁵ By doing so, the Air Force motivates its officer corps to participate in self-development by giving officers the time and assurance that they will be able to complete programs that they start. In executing career development, the Air Force ensures that “Force Development is a function of education, training, and experience, which produces adaptive, creative, knowledge-enabled Airmen.”⁵⁶ To help in the process, the Air Force encourages officers to use and be

⁵² U.S. Department of the Air Force, *Air Force Instruction 36-2302: Professional Development (Advanced Academic Degrees and Professional Continuing Education)* (Washington DC: Department of the Air Force, 11 July 2001), 7.

⁵³ U.S. Department of the Air Force, *Air Force Instruction 36-2110: Assignments* (Washington DC: Department of the Air Force, 22 September 2009), 30.

⁵⁴ U.S. Department of the Air Force, *Air Force Instruction 36-2611: Officer Professional Development* (Washington DC: Department of the Air Force, 1 April 1996), 18.

⁵⁵ Air Force Instruction 36-2110, 40.

⁵⁶ Air Force Instruction 36-2201, 6.

mentors. “The focus for both the mentor and individual should be on obtaining an assignment that enhances professional development while meeting Air Force needs.”⁵⁷ Mentors help officers identify education, training, and assignment goals that result in overall career development. The Air Force overarching goal is to ensure career development that meets the needs of both the officer and the Service.

Officer professional development (OPD) contains three basic elements: 1) Assignments that provide depth and breadth, 2) Training and education that support a specific career path, and 3) Counseling that provides feedback on performance, training, and future assignments.⁵⁸

By executing these elements, the Air Force accurately develops officer talent while it meets its part of the NMS objectives.

Department of Defense Civilians

Similar to the military TM, DoD also executes civilian TM. The key component in this process is the Civilian Personnel Advisory Center (CPAC). “The CPAC provides personnel developers with information and assistance with civilian personnel management.”⁵⁹ The CPAC HR managers help civilian leaders identify, train, and develop promising senior grade civilians for future jobs. The CPAC ensures DoD agencies follow DoD development policies “to provide necessary training to ensure that its civilian workforce possesses the skills needed to meet current and projected performance requirements essential to optimum mission readiness.”⁶⁰

⁵⁷ U.S. Department of the Air Force, *Air Force Instruction 36-3401: Air Force Mentoring* (Washington DC: Department of the Air Force, 1 June 2000), 5.

⁵⁸ Air Force Instruction 36-2611, 5.

⁵⁹ Army Regulation 600-3, 6.

⁶⁰ U.S. Department of the Navy, *Secretary of the Navy Instruction 12410.25: Civilian Employee and Training Development* (Washington DC: Department of the Navy, 5 July 2011), 1.

Like their military counterparts, senior DoD civilians execute education and training to develop the knowledge, skills and abilities (KSA) for growing leaders. “DoD civilian education and professional development activities shall meet the standards established by external accreditation and certification entities recognized by the U.S. Department of Education when applicable standards exist...”⁶¹ DoD civilians pursue bachelor and master degrees in their career fields to enhance their KSAs as part of their career development. The DoD supports this education process and expects education to be at the highest possible caliber. Per DoD policy, “Civilian education and professional development policies and requirements shall be implemented at the highest possible level of academic quality and cost-effectiveness.”⁶² Within the Air Force, their civilian workforce uses a developmental education plan to develop the talent and careers of their civilians. “The Air Force Civilian DE Program is central to the CoL that spans a civilian’s professional career. There are three levels of civilian DE: Primary, Intermediate, and Senior.”⁶³

To ensure the DoD receives a full ROI on education resources, the DoD requires civilians to serve the department for a given amount of time for the education received. “A civilian employee shall sign an agreement to continue service within the Department of Defense, upon conclusion of education or training exceeding 26 weeks, for a minimum period of three times the length of the fellowship, scholarship, TWI, or grant.”⁶⁴ By

⁶¹ U.S. Department of Defense, *Department of Defense Instruction 1430.17: Department of Defense Civilian Education and Professional Development* (Washington DC: Department of Defense, 22 March 2006), 2.

⁶² Ibid, 2.

⁶³ Air Force Instruction 36-2301, 30.

⁶⁴ Department of Defense Instruction 1322.06, 10.

making this agreement, the DoD retains qualified personnel and civilians have an opportunity to improve their KSAs for positions of higher responsibility.

Almost three decades ago, the DoD recognized the need to develop a civilian professional development program.

Established in 1985, executive leadership development program (ELDP) provides mid-level civilians with an extensive exposure to the roles and mission of the entire Department of Defense...ELDP addresses all civilian leader competencies specified on the career leader development framework and continuum (CLDF&C).⁶⁵

By the mid-1990s, DoD further expanded civilian TM to include education and training.

“Established in 1997, the Defense Leadership and Management Program (DLAMP) provides a cadre of highly capable senior civilian leaders with a joint perspective on managing the DoD workforce and programs.”⁶⁶ The DoD phased out the DLAMP at the end of fiscal year 2010 and replaced it with the Defense Senior Leader Development Program (DSLDP). “The DSLDP provides a competency-based approach to the deliberate development of senior civilian leaders... to lead organizations and programs and achieve results in the joint, interagency, and multi-national environments.”⁶⁷

For the Army, similar to military personnel management, civilian personnel development is a comprehensive career-long process.

The goal of the civilian education system (CES) is to prepare agile and innovative Army civilians...Leader development is a continuous process that is accomplished through a blend of work assignments, formal training, and self-development opportunities as individual’s progress from entry to senior level positions.⁶⁸

⁶⁵ U.S. Department of Defense, *Department of Defense Instruction 1430.16: Growing Civilian Leaders* (Washington DC: Department of Defense, 19 November 2009), 12.

⁶⁶ Ibid, 13.

⁶⁷ Ibid, 11.

⁶⁸ Army Regulation 350-1, 80.

Army civilians use a system similar to the Air Force to track civilian development. The Army uses the Army Civilian Training, Education and Development System (ACTEDS), which states that “training, education, and development are vital parts of career management. At each stage in a civilian career, training, education, and development assignments...build qualifications for career advancement.”⁶⁹

Within the Navy, “the Director, Office of Civilian Human Resources (OCHR) provide civilian employees training and career development advice and policy guidance to major commands upon request.”⁷⁰ The Navy ensures that its civilians pursue career development in accordance with DoD policy. To improve civilian TM, the Navy civilian TM “ensures development of individual employee competency, provide planned career development opportunities, and ensure that employees are afforded equal opportunity to acquire the identified competencies at the appropriate time in their career progression.”⁷¹

Department of Defense Talent Management Practices

Within DoD, personnel management embraces the full array of personnel development practices. Although not specified as TM, personnel management is the process that develops the knowledge, skills, and abilities of officers and senior civilians in order to fill senior billets with qualified personnel. DoD policy dictates the use of voluntary education, TWI, ACS, PME, and JPME to broaden and develop officers’ capabilities. For mid to senior level officers, the Services expect them to complete master’s degrees in their chosen career fields. Tied to education and training, DoD

⁶⁹ U.S. Department of the Army, *Army Regulation 690-950: Civilian Personnel Career Management* (Washington DC: Department of the Army, 31 December 2001), 2.

⁷⁰ Secretary of the Navy Instruction 12410.25, 3.

⁷¹ *Ibid*, 1.

expects the Services to monitor and execute assignments that further develop officers' skills. DoD links education, training, experience, successive assignments, and mentorship for career development.

Key elements in TM from the Army include PME, AERS, and OPMS for development at each level. For the Marine Corps, PME, ADP, and development assignments drive TM. In the Navy, the scholarship program, ESR, NPS, and successive developmental assignments are lead elements of TM. The Air Force uses PME, CoL, AFOCD, CFETP, OJT, and developmental assignments to cultivate the professional skills of their officers. Lastly, DoD civilians use similar education and training tracking systems, post-graduate education programs, and the DSLDP to develop civilian personnel for future requirements. For all the Services, they use the following seven elements to determine duty assignments: 1) needs of the Service, 2) eligibility qualifications of the officer, 3) MOS/billet variety - command versus staff tour, 4) availability of the individual, 5) last overseas assignment, 6) seniority, and 7) individual preference.

The Services manage the professional specialties separately from the other CF; doctors, lawyers and chaplains manage other doctors, lawyers, and chaplains. This follows DoD's guidance that "specific groups of officers that have specialized education, training, or experience, and often relatively narrow utilization, make separate career management desirable."⁷² For SOF, this includes DoD's stipulation that "cultural awareness and language training shall be embedded in accession training and PME."⁷³ DoD has set the precedence to "promote career paths" for personnel that have the unique expertise in IW.

⁷² Department of Defense Instruction 1320.12, 3.

⁷³ Department of Defense Directive 1322.18, 3.

Within the DoD civilian ranks, the developing of the KSAs for specific career fields ensures DoD grows competent, dynamic leaders. Similar to the military, civilians execute three levels of civilian DE: Primary, Intermediate, and Senior.⁷⁴ DoD civilians use ELDP, DSLDP, and ACTEDS to plan, execute, track, and assess the training, education, and professional development of their personnel.

All of the military Services, to include their civilian personnel, value talent development for meeting future requirements. Education, training, working with industry, mentorship, and self-development are cornerstones to success in developing officers to achieve NMS objectives. For specialized career fields with extensive, unique qualifications and certifications, special TM is required. Similar to doctors, lawyers, and chaplains, SOF officers have specialized training and education requirements.

Although each of the Services HR centers have adequately executed personnel management in the past, changing to a SOF-led process, consolidated at one location, produces a synergistic effect. The Services have not failed; they have met the mission of placing officers into valid requirements. The intent within SOF TM is to improve the SOF TM process by making it more efficient and effective: efficient by consolidating HR management from four Services HQ into one Joint HQ, which should reduce staffing by 10 percent; and effective by clearly tying current and future SOF missions to SOF officer TM, executing SOF TM with joint SOF HR managers in a collocated HQ, and meeting SOF requirements holistically (not fragmented at Services HQ or the GCCs). To develop a more comprehensive overview of talent management, the paper will now examine how leaders in the business sector develop talent.

⁷⁴ Air Force Instruction 36-2301, 30.

CHAPTER 5: BUSINESS SECTOR

Within the civilian business sector, talent management (TM) encompasses identifying, hiring, training, educating, and developing personnel over their careers. “The Oxford English Dictionary defines talent as a special natural ability, usually for something expressed or implied; a natural capacity for success in some department of mental or physical ability.”¹ Business leaders pursue TM to improve employee performance in the organization and to develop the individual’s skills for future positions. “Talent management is increasingly identified as a critical success factor in the corporate world. The topic came to prominence in the late 1990s by McKinsey and Company.”² Within the international community, TM comprises all facets of the employment lifecycle. “Global talent management includes all organizational activities for the purpose of attracting, developing, and retaining the best employees in the most strategic roles on a global scale.”³ For businesses, employee development contributes directly to profits and long-term viability of the company.

“Succession planning refers to ensuring an organization has the right people, with the right skills, in the right place, at the right time.”⁴ Developing future corporate leaders to sustain business success involves the direct leadership of senior managers in an organization. Corporate leaders who understand the core functions of their business are able to discern which employees in their organization possess the right knowledge, skills,

¹ Edenborough, Robert and Marion Edenborough, *The Psychology of Talent* (Cambridge, MA: Hogrefe Publishing, 2012), 2.

² Scullion, Hugh and David G. Collings, *Global Talent Management* (New York: Routledge, 2011), 1.

³ Ibid, 6.

⁴ Ibid, 63.

and ability to execute the company's business functions. In managing people, "Who's going to manage an engineer but an engineer? Who's going to manage a plumber but a plumber?...In order to manage somebody with those skills, one must have those skills too (or similar ones) and have a real understanding of the work that person is doing."⁵ To develop capabilities in an organization, it requires seasoned leaders with specific skills who can identify and develop subordinates to meet future requirements.

"(Bill) Gates has consistently sought out and hired the smartest individuals in the computer industry. This is a deliberate strategy and one that ensures the company attracts the highest caliber staff in its industry."⁶ According to Bill Gates, "Hire the brightest people with the greatest specific 'skill sets'."⁷ The idea is to acquire people who are among the best in their career field and develop them in your organization so they do not leave for another company. As stated by Steve Jobs, "Partner only with 'A' players and fire bozos. Talented staff are a competitive advantage that puts you ahead of your rivals."⁸ Organizations only want top-performers in their career fields and want to keep them for as long as possible. To do so, organizations must develop their workers personally and professionally. "For Jack Welch, there is nothing more important than hiring and then nurturing the right people."⁹ The key is continuing to develop human capital once assimilated in the organization in order to continue providing a return on investment (ROI) to the company as a result of talent development.

⁵ Tulgan, Bruce, *Winning the Talent Wars* (New York: W.W. Norton and Company, 2001), 119-120.

⁶ Dearlove, Des, *Business the Bill Gates Way: Ten Secrets of the World's Richest Business Leader*, (New York: AMACOM, 1999), 73.

⁷ Heller, Robert, *Bill Gates* (New York: Dorling Kindersley, 2000), 83.

⁸ Kahney, Leander, *Inside Steve's Brain* (New York: The Penguin Group, 2008), 149.

⁹ Slater, Robert, *The GE Way Fieldbook: Jack Welch's Battle Plan for Corporate Revolution* (New York: McGraw-Hill, 2000), 34.

According to Jack Welch, “People decisions should either be thoroughly and painstakingly thought through or not made at all.”¹⁰ By focusing on personnel up front, businesses are able identify talent from the austere pool of available workers, make them part of the team, and develop their talent in their career field in support of the organization’s business plan. According to Alfred Sloan, Jr., former CEO at General Motors, “The decision about people is the only truly crucial one...All it can do is place people right – and then it’ll have performance.”¹¹

To capitalize on the human dimension, businesses develop talent pools to draw on over the course an employee’s career to enhance business productivity. “Talent pools focus on projecting employee and staffing needs and managing the progression of employees through positions.”¹² The intent of this process is to determine a timeline for the career development of individuals to meet the organization’s future needs. “We contend that organizations will be better placed by filling talent pools through a combination of internal development through the internal labor market and sourcing from the external labor market where appropriate.”¹³ Businesses use this two-prong approach to grow talent within their current workforce and augment with talent from outside the organization to meet required capabilities in their business market.

“Basically, there are two issues that are going to dominate our businesses in the next decade or so: people and technology. People: because they are the new scarce

¹⁰ Arnold, Frank, *What Makes Great Leaders Great* (New York: McGraw-Hill, 2012), 146.

¹¹ Ibid, 147.

¹² Scullion, 64.

¹³ Ibid, 61.

commodity that's going to get scarcer still.”¹⁴ The scarcity is in the quantity, the total amount of people available, and quality, the skilled, experienced, and motivated people, of workers in the job market. Within many workplaces, top management tends to focus only on those they perceive are the top performers in their organization. “The unfortunate mathematical fact is that only 10 percent of the people are going to be in the top 10 percent. So, companies have a choice. They can all chase the same supposed talent. Or they can...build an organization that helps make it possible for regular folks to perform as if they were in the top 10 percent.”¹⁵ By developing talent management that capitalizes on the strengths of more than the top 10 percent, organizations can develop and maintain their own, internal talent pool to draw from instead of relying on a shrinking job market.

“(In China) To maximize the effect of human resource management (HRM) practices, emphasis is often placed on the...effective method of talent retention...(which) includes providing written performance plans, providing support in coaching and career development, and providing a supportive work environment.”¹⁶ The key to talent retention in this case is coaching and mentorship. By providing a roadmap and leadership tailored to the individual, an organization is able to develop and then retain talent. “A recent study in India indicates a strong belief that robust human resources (HR) practices in employee development are critical to building and sustaining a workforce needed to capitalize on business opportunities.”¹⁷ Organizations that

¹⁴ Johnson, Mike, *Talent Magnet: Getting Talented People to Work for You* (New York: Prentice Hall, 2002), 222.

¹⁵ Edenborough, 190.

¹⁶ Scullion, 140.

¹⁷ Ibid, 118.

demonstrate clear, active, and robust HR support for individual talent management development results in employees who perform at higher levels and become better contributors to the organization over a career. “Development of skills, experience, knowledge, and behavior is critical to retention of top talent.”¹⁸ By investing in training, education, and mentorship, organizations greatly improve the productivity of their workforce and the individual capabilities of their employees. In the end, this results in higher talent retention and business success.

In developing employees, it takes both personal and professional development to grow talent in an organization. “(In China) The emphasis is on both the professional development and personal growth of the mentee and the alignment of their needs with those of the organization.”¹⁹ Tied closely to talent management is the need for mentoring and coaching. Senior personnel that have years of experience can greatly improve the knowledge, skills, and abilities of new or junior employees. “Talent has to be nurtured, so you need an organization of nurturers among the leadership team.”²⁰ To continue developing personnel capabilities, senior leaders in organizations must take an active role in identifying mentors and coaches, developing career progression programs, and providing resources to the education and training of employees over their careers.

“You don’t put thoroughbred in the back of an old barn or feed them table scraps. You establish a regimen, an environment, and attentiveness that ensure they are able to reach their full potential.”²¹ Talent management takes an individual approach by

¹⁸ Weiss, Alan and Nancy MacKay, *The Talent Advantage: How to Attract and Retain the Best and the Brightest* (Hoboken, NJ: John Wiley and Sons, Inc., 2009), 131.

¹⁹ Scullion, 144.

²⁰ Weiss, 80.

²¹ Ibid, 44.

managers to develop the strengths and overcome the weaknesses of each of their employees. “Sending people to programs doesn’t guarantee growth. You have to choose the right people, at the right time, for the right development. This isn’t about getting a ticket stamped, but about individualized excellence.”²² The key in this process is identifying what each individual needs to develop their talent and then sending them to training and schooling that enhances their capabilities. “It is the job of everybody now to be a life-long learner.”²³

Reference Jack Welch’s management style: “People and assignments must match – this is one of the key ‘secrets’ to effective people decisions.”²⁴ Leaders in organizations must know the abilities of their employees and tailor talent management to their individual needs. “Methods to aid the development of talent include various “hothouse” and “fast track” approaches, the use of coaches and the application of development centers in which the assessment of talent goes hand in hand with development planning.”²⁵ Managers forecast the future needs of the organization, evaluate the skills of their employees, and then create a self-development program for their employees to maximize the potential of each worker. “In Microsoft, Bill Gates has created a voracious learning machine. Learning, he believes, is the sign of a ‘smart organization,’ one that is continuously improving its internal processes.”²⁶ Talent management in business is a never-ending process that tailors education and training to

²² Ibid, 158.

²³ Tulgan, 134.

²⁴ Arnold, 145.

²⁵ Edenborough, 119.

²⁶ Dearlove, 77.

the individual to provide positive results for the organization over the tenure, or career, of the individual employee.

Business Talent Management Practices

Talent management in the business sector is a continuous process that focuses on acquiring, developing, and keeping the best performers. Business leaders use mentors and coaches to nurture the right people with the right skills at the right times. To do so, it takes a manager with similar skills in order to develop talent in an organization accurately, effectively, and efficiently. Within today's business market, the availability of skilled personnel with the drive and talent to perform is a scarce commodity. As such, it is paramount for business to provide a nurturing work environment to develop skills, knowledge, and loyalty to the company to enhance the retention of talent.

Successful business leaders create systematic approaches for talent management that are focused on the needs of the individual and the organization simultaneously. Talent management is an ongoing process that requires the commitment of the individual and the manager. While this may apply to DoD officer development (TM) broadly, these private sector insights on talent recruitment, development, and retention have distinct application to SOF officers. After reviewing DoD, SOF, and business sector talent management processes, the paper will now provide recommendations for executing DoD's SOF talent management.

CHAPTER 6: RECOMMENDATIONS

The most important, and most needed, recommendation is to have U.S. Special Operations Command (USSOCOM) execute the Department of Defense's (DoD) special operations forces (SOF) officers' talent management (TM). With SOF from each of the Services, DoD has a fragmented array of TM capabilities amongst the USSOCOM service components. Although all special operations (SO) are aligned under USSOCOM, the Services and joint organizations execute the specific education, training, qualifications, promotions, assignments, career development, and career management of SOF officers.

To change from a service-centric to joint-driven SOF officer TM process, DoD should request the U.S. Congress to make specific modifications to Section 167, Chapter 6, Title 10, U.S. Code (USC) to establish SOF officer TM at USSOCOM.

Under Section 167 Unified combatant command for special operations forces, (e) Authority of Combatant Commander, (2) The commander of such command shall be responsible for, and shall have the authority to conduct, the following functions, relating to special operations activities (whether or not relating to the special operations command):...

(J) monitoring the promotions, assignments, retention, training, and professional military education of special operations forces officers.¹

The recommendation is to change subsection (J) from "Monitoring" to "Executing" and reword the subsection as follows:

(J) Executing the overall talent management of special operations forces officers, which includes promotions, current assignments, projected assignments out to the next seven years, retention, training, civilian advanced schooling, training with industry, professional military

¹ U.S. House of Representatives, Committee on Armed Services, *Armed Forces*, United States Code, Title 10 (Washington DC: U.S. Government Printing Office, January 3, 2012), 15-16.

education, joint professional military education, mentorship, and overall career development over a career continuum.

The change in Section 167, Title 10, USC from the Services' personnel and human resources (HR) commands and centers to USSOCOM responsibility fulfills the original intent of the Goldwater- Nichols Act from 1986. This change puts all of SOF officer management under one unified commander for all of DoD, which supports joint doctrine:

Global Force Management guides the global sourcing processes of combatant command (CCMD) force requirements. It provides the joint staff (JS) and force providers a decision framework for making assignment and allocation recommendations to the Secretary of Defense (SecDef) and apportionment recommendations to the Chairman of the Joint Chiefs of Staff (CJCS). It also allows SecDef to make proactive, risk informed force management decisions.²

Additionally, as was the original intent of the U.S. Congress when it created USSOCOM, aligning the personnel functions and SOF officer TM under one commander achieves unity of command: "Unity of command means that all forces operate under a single commander with the requisite authority to direct all forces employed in pursuit of a common purpose."³ Tied to this change, the recommendation is to remove SOF officers from the officer management directorates at the Army HR Command, Navy Bureau of Personnel, Marine Corps Personnel Center, and Air Force Personnel Center and place them under the HR Directorate at USSOCOM. This change ensures unity of command and effort, improves efficiency and effectiveness, and ensures USSOCOM owns all SOF officer development. The DoD's current personnel management program is adequate, but making the change to USSOCOM executing SOF TM optimizes the process.

² U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 5-0: Joint Operation Planning* (Washington DC: Department of Defense, 11 August 2011), II-4.

³ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-0: Joint Operations* (Washington DC: Department of Defense, 11 August 2011), A-2.

As shown in the strategic environment, the U.S. national interests and subsequent strategy requires a unique military capability that meets national military strategy (NMS) objectives across multiple domains: joint, interagency, intergovernmental, and multinational. With USSOCOM controlling SOF officer TM in addition to the rest of its Section 167, Title 10 USC requirements, USSOCOM can ensure that DoD SOF is synchronized with the other combatant commands. “Achieving unity of effort requires the application of a comprehensive approach that includes coordination, consensus building, cooperation, collaboration, compromise, consultation, and deconfliction among all the stakeholders toward an objective.”⁴

Similar to how the Services execute TM for their special branches, doctors, lawyers, and chaplains, recommend USSOCOM create management branches within their HR directorate to manage the unique SOF requirements for air, ground, sea, information operations (IO), civil affairs (CA), and military information support operations (MISO) officers. Each of these areas, with officers from each of the Services, requires special management by experts in those career fields. Similarly, civilian business organizations manager their personnel by technical career fields managed and lead by supervisors who are experts in that career field. USSOCOM owns all SOF and therefore has the capability inherent to its command structure to execute special branch management requirements. Again, this optimizes the current system by taking it to the next, higher level of comprehensive personnel talent management.

For joint SOF to be fully functional, the next recommendation is to have USSOCOM create SOF promotion competitive categories IAW Title 10 USC. These

⁴ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-08: Interorganizational Coordination During Joint Operations*, (Washington DC: Department of Defense, 24 June 2011), I-6.

competitive categories would be commensurate with the ground, sea, air, IO, CA, and MISO officers career fields and ensure joint SOF retains the maximum amount of preeminently qualified officers for service in a myriad of NMS requirements. Separate SOF competitive categories improve the TM of SOF officers by maximizing career progression and development opportunities beyond traditional command track billets. This is a similar concept that the civilian business sector follows.

To ensure irregular warfare and special operations requirements maintain viability into the future, DoD needs to ensure that SOF officers serve in higher level staffs. These staffs include the geographic combatant commands (to include USSOCOM's staff), the North Atlantic Treaty Organization, the Joint Staff, the Office of the Secretary of Defense, and congressional liaison offices. SOF officers serving on these staffs ensures accurate visibility of SOF and the proper utilization of SOF for current and future missions.

The recommendation is to have USSOCOM execute joint SOF officers assignments programmed out to approximately 10 years for each officer. In this way, USSOCOM can ensure it meets its SOF requirements in accordance with Title 10, USC; USSOCOM control of all joint SOF officer assignments provides DoD with a holistic approach to the employment of SOF. Although consolidating personnel assignments at USSOCOM may reduce the opportunities for SOF officers to serve in career field immaterial billets (i.e. ROTC instructor, recruiting commander), having USSOCOM decide assignments will improve the tie between SOF and national strategy and personnel assignments. For the NMS objectives, "the role in IW (irregular warfare) can be

proportionally greater than in traditional warfare.”⁵ USSOCOM, with its holistic understanding of all the geographic commands’ and the national strategies, can tie personnel assignments directly to strategy. This will ensure SOF officers can broaden their professional development, meet SOF development requirements, and accomplish strategic-level missions. To develop these IW capabilities fully, the U.S. Congress established USSOCOM as the functional combatant command responsible for IW. Executing these recommendations completes the intent of making USSOCOM the DoD’s sole SOF provider.

Areas for Further Research

To further enhance the capabilities of USSOCOM, further research is needed to identify how to expand SOF TM to include enlisted and warrant officer personnel. Warrant officers and non-commissioned officers (NCO) in the Services are highly educated, supremely professional, and career committed individuals. Once the warrant officers and NCOs join the SOF community, the same model of TM can apply to them as it does to the officers with proper research and coordination with the Services.

In addition to the Active Component, further study could be done on how to execute SOF TM for the Reserve Component SOF officers, which includes both the Reserve and National Guard forces for the Services. The Reserve Component is governed by Title 10 and Title 32 of the USC. Similar to revising Title 10 for the Active Component, appropriate changes could be made to include the RC in SOF TM for officers, warrant officers, and NCOs.

⁵ U.S. Department of Defense, *Department of Defense Directive 3000.07: Irregular Warfare* (Washington DC: Department of Defense, 1 December 2008), 2.

Lastly, another area for further research includes revising the execution of officer, warrant officer (except the Air Force, which has no warrant officers), and enlisted TM at each of the Services HR commands and centers to change from the industrial-based management systems of the 20th Century to the cyber-age management systems of today. The creation of an interactive, secure, web-based assignments, education, training, and career continuum system would greatly enhance CF and SOF TM.

CHAPTER 7: CONCLUSION

The intent of the U.S. Congress in creating the U.S. Special Operations Command (USSOCOM) was to consolidate all special operations forces (SOF) capabilities under one command. However, Section 167, Chapter 6, Title 10 USC left the personnel management function responsibility open to interpretation. By stating “monitoring” instead of “executing,” special operations forces (SOF) talent management (TM) could be the domain of the Services instead of a single SOF-provider.

Each of the Services executes SOF TM via a decentralized process, both geographically and ideologically. They have different agendas for developing and using SOF. The Services’ missions are 95 percent conventional force (CF) requirements but only five percent SOF. The Department of Defense (DoD) and the U.S. Congress expect a 100 percent solution. With such a small, highly trained, and specialized force, SOF is unique within the CF human resources management structure. Consolidation from four geographically and conceptually-managed HQ into a single HQ synergizes the comprehensive TM of SOF and optimizes the current DoD personnel system for SOF.

The Services have special branches or career fields that they manage with officers that are from that special capability: doctors, lawyers, and chaplains. Due to SOF’s unique, SOF-peculiar training, education, and certification, SOF needs management in a similar fashion as the special branches. USSOCOM is the only command that can execute these joint SOF TM responsibilities.

USSOCOM executing SOF officer TM is an expansion and completion of the precedence already set in Chapter 6 of Title 10, USC: the parallel between the SOF-peculiar requirements in acquisition, equipment, organization, doctrine and training –

personnel TM of SOF officers ensures a comprehensive approach to SOF employment. By its very nature, USSOCOM is inherently SOF-qualified in all facets of special operations requirements. USSOCOM can execute the special branch type management of SOF officers. The Services are not fully qualified to do the advanced SOF level TM – USSOCOM is fully qualified to exceed SOF TM requirements.

Similar to how the DoD talent manages doctors, lawyers, and chaplains, SOF officers have a unique mindset, culture, education, and training regimen that requires personnel similarly qualified to manage their talent.

The Chief of Chaplains and The Judge Advocate General (TJAG) will exercise personnel management authority over officer and warrant officer personnel (excluding general officers) in their special branches. In addition, TJAG will also exercise personnel management authority over all civilian legal positions.¹

“The Surgeon General, in coordination with the Commander, Army Human Resources Command, will exercise personnel management authority over Army Medical Department (AMEDD) officers (except general officers) in their special branches.”² The Army has set this precedence with the special branches, and by doing the same with SOF, DoD will greatly increase the ROI on SOF officers for their careers and the ability for DoD to meet its national military strategy objectives. Due to the advanced knowledge, skills, and abilities of SOF officers, USSOCOM should execute personnel responsibilities for all SOF due to its unique understanding of SOF and Title 10 responsibilities: organize, train and equip functions for SOF-peculiar requirements. To improve the

¹ U.S. Department of the Army, *Army Regulation 600-3: The Army Personnel Development System* (Washington DC: Department of the Army, 26 February 2009), 5.

² Ibid, 4.

process and meet the full intent of Section 167, Chapter 6, Title 10, USC, USSOCOM should execute the advanced SOF-peculiar of officer TM.

Within the civilian business sector, TM is a professional program that key leaders execute in order to hire, develop, and retain superior performers. Business leaders provide coaching, mentoring, and support programs to improve employee productivity and groom future leaders. Civilian business TM ensures key leaders within technical career fields manage subordinates in that career field due to their extensive experience and training. DoD has done the same thing with its special branches and should extend this paradigm to the special operations commissioned officer TM program.

As stated in Joint doctrine, “the common operating precept is to achieve and maintain unity of effort within the joint force and between the joint force and inter-organizational partners.”³ The consolidation of SOF officer TM under one joint force command for full unity of effort fulfills the intent of Chapter 6, Title 10 USC. In the end, USSOCOM is best positioned for executing DoD joint SOF officer TM.

³ U.S. Chairman of the Joint Chiefs of Staff, *Joint Publication 3-0: Joint Operations* (Washington DC: Department of Defense, 11 August 2011), I-8.

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GLOSSARY

A2AD	anti-access, area denial
ACS	advanced civil schooling
ADP	advance degree program
AERS	Army educational requirements system
AF	Air Force
AFB	Air Force Base
AFCFM	Air Force Career Field Manager
AFOCD	Air Force Officer Classification Directory
AFPC	Air Force Personnel Center
AMEDD	Army Medical Department
AOR	area of responsibility
ARFORGEN	Army force generation
BUPERS	bureau of personnel
CA	civil affairs
CAO	civil affairs operations
CbT	combating terrorism
CAO	civil affairs operations
CBRNE-CM	chemical biological radiological nuclear and high-yield explosives consequence management
CES	civilian education system
CF	conventional forces
CFETP	career field and education training plan
CFT	career field teams
CJCS	Chairman of the Joint Chiefs of Staff
CJCSI	Chairman of the Joint Chiefs of Staff Instruction
CLDF&C	career leader development framework and continuum
COIN	counter insurgency
CoL	continuum of learning
CP	counter proliferation (of WMD)
CPAC	civilian personnel advisory center
CT	counter terrorism
DA	direct action
DE	developmental education
DIME	diplomacy, information, military, economic
DLAMP	defense leadership and management program
DoD	Department of Defense
DoDD	Department of Defense Directive

DoDI	Department of Defense Instruction
DoN	Department of the Navy
ELDP	executive leadership development program
ESR	educational skill requirements
FID	foreign internal defense
FCC	functional combatant command
FSF	foreign security forces
GCC	geographic combatant command
HA	humanitarian assistance
HN	host nation
HQ	headquarters
HR	human resources
HRC	Human Resources Command
IDAD	internal defense and development
IGO	international governmental organizations
ILO	in lieu of
IO	information operations
ISR	intelligence, surveillance, reconnaissance
IST	initial skills training
IW	irregular warfare
JPME	joint professional military education
JSOC	joint special operations command
MISO	military information support operations
MOS	military occupational specialty
NATO	North Atlantic Treaty Organization
NCO	non-commissioned officer
NDS	national defense strategy
NDU	national defense university
NGO	non-governmental organizations
NMS	national military strategy
NPS	naval post graduate school
NSS	national security strategy
OAS	officer assignment system
OCD	overseas control date
OCHR	office of civilian human resources
OGA	other governmental agency
OJT	on-the-job training
OPMEP	officer professional military education policy
OPMS	officer personnel management system
OPTEMPO	operational tempo

OSD	Office of the Secretary of Defense
PCE	professional continuing education
PCS	permanent change of station
PDE	primary developmental education
P&R	personnel and readiness
PME	professional military education
PME	professional military education
ROI	return on investment
PCE	professional continuing education
SACEUR	Supreme Allied Commander Europe
SEAL	sea, air, land
SFA	security force assistance
SO	special operations
SOF	special operations forces
SR	special reconnaissance
TACP	tactical air control party
TJAG	The Judge Advocate General
TM	talent management
SOF	special operations forces
TOS	time on station
TWI	training with industry
UCP	unified command plan
USAFRICOM	United States Africa Command
USC	United States Code
USCENTCOM	United States Central Command
USD	under secretary of defense
USEUCOM	United States European Command
USG	United States Government
USJFCOM	United States Joint Forces Command
USNORTHCOM	United States Northern Command
USPACOM	United States Pacific Command
USSOCOM	United States Special Operations Command
USSOUTHCOM	United States Southern Command
USSTRATCOM	United States Strategic Command
USTRANSCOM	United States Transportation Command
UW	unconventional warfare
WMD	weapons of mass destruction
WOT	war on terrorism

VITA

Colonel Steve Turner hails from Camas, Washington. He graduated with a Bachelor of Business Administration in Management from Gonzaga University, Spokane, Washington in May 1990 and a Master of Science Administration in General Administration from Central Michigan University in December 1997. He received his commission through the Gonzaga University Reserve Officer Training Corps (ROTC) program in 1990. He served as a Platoon Leader, Executive Officer (XO), Company Commander and Assignment Officer at Bremerhaven, Kaiserslautern, and Schwetzingen, Germany from 1991 to 1995; Administrative Officer and XO to the Deputy Chief of Staff, Information Technology (G6), Third Army, Fort McPherson, GA from 1996 to 1998; Plans and Operations Officer, U.S. Army Alaska Deputy Chief of Staff, Personnel (G-1), and Company Commander, Bravo Detachment, 203d Personnel Services Battalion (PSB) at Fort Richardson, Alaska from 1998 to 2001; Commander, Military Entrance Processing Station (MEPS), Butte, MT from 2001 to 2004; XO, 509th PSB, Camp Casey, Dongducheon, Korea from 2005 to 2006; Personnel Policy Integrator and XO to the Director of Military Personnel Management, Department of the Army G-1, the Pentagon, 2006 to 2008; Branch Chief, Enlisted Personnel Management Directorate, Army Human Resources Command (HRC), Alexandria, VA, from 2008 to 2009; and Chief, Personnel Strength Management, Multinational Corps-Iraq J-1, Camp Victory, Baghdad, Iraq, from 2009 to 2010. Most recently, he served as the Assistant Chief of Staff, G-1, U.S. Army Special Forces Command (Airborne) at Fort Bragg, NC from 2010 to 2012.